

ANNUAL REPORT  
ON  
ADMINISTRATION  
OF CHOSEN

1926-27

COMPILED BY  
GOVERNMENT-GENERAL OF CHOSEN

WELJO, December, 1928

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Editor :  
SAINOSUKÉ KIRIYAMA

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Government-General Offices, Keijo



View of Keijo (Seoul)



Kowloon Po Shing Kung Temple



Museum, Keijo

## PREFACE

Full sixteen years have elapsed since the establishment of the present régime. What has Japan achieved in the interval? Financially speaking, the expenditure defrayed by Japan during this period aggregates 1,607 million *yen* in round numbers, excluding money spent for maintenance of the garrison and the Imperial gifts specially granted to Chosen; add to these the individual investments made in this land of promise by Japanese business men and the influx of Japanese funds must reach a huge total. But returns on this expenditure are already being netted in the form of order and security well maintained, administration improved, and popular welfare decidedly enhanced. Under the new régime Chosen is no longer the cradle for Far Eastern troubles; nor are her inhabitants victims to official oppression and extortion as in former days. What progress has been made in the material aspect can be judged from the fact that the Budget, which showed only 48,741,000 *yen* in 1911, amounted to over 194 million *yen* in 1926. During these years railways, roads, and harbours have been improved to a marked extent. The entire production in the peninsula, which was estimated at 400 million *yen* in 1911, rose to 1,818 million *yen* in 1926, while trade, domestic and foreign, swelled in volume from 72 million to 735 million *yen*. Agriculture, the mainstay of the Koreans, progressed above all by leaps and bounds, its produce valued at 355 million *yen* in 1911 having risen to 1,299 million *yen* in 1926. The output of the manufacturing industry increased from 15 million to 344 million *yen* during the same period, while forestry, mining, and fishery products increased between 3 and 9 times in value. Thus much for the general growth along material lines, but this is not all. Reform in education and sanitation has also

claimed a fair share of attention and effort, so that there is now scarcely a single place in the provinces in which a modern school is not found, nor is any principal centre unprovided with a modern hospital. After sixteen years of painstaking labour and considerable outlay of funds, the permanent foundation for her prosperity has been secured, but Chosen, to speak the truth, is as yet without any part of the important superstructure, and is evidently feeling the need of it as a comfortable habitation for her millions. In many cases the masses are still handicapped by the lack of up-to-date arrangements for a full economic and industrial development, and the enterprises of public utility that ought to be undertaken to bring Chosen on a level with any civilized country make a long list. The Government, therefore, does not allow itself to rest content with its achievements in the past, but, in view of the great deal more to be done than has been done, is continuously doing its very best for the benefit, physical and cultural, of the Korean people in the hope of thus justifying the avowed grand aim with which this once hermit kingdom was incorporated with the Japanese Empire.

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# GENERAL REMARKS

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## Physiography

Chosen, known to the West by the name of Korea, is a long narrow peninsula projecting south-eastward from the north-eastern part of the continent of Asia. It is bounded by the Sea of Japan on the east and the Yellow Sea on the west, and adjoins Manchuria and Maritime Province on the north with the "White" Mountains and the rivers Tumen and Yalu as boundary, while on the south it faces the west of Japan across the Korean Strait. The entire country lies between the parallels of  $33^{\circ}06'$  and  $43^{\circ}$  north and  $124^{\circ}11'$  and  $130^{\circ}56'$  east and is nearly as large as the main island of Japan, covering an area of 14,312 square *ri*.

The coast line of Chosen extends over 2,213 *ri*, islands excluded. The east coast is curved like a bow with few indentations and is consequently possessed of few good harbours, Gensan and Seishin being the only ports worth mentioning. The south and west coasts, on the contrary, are deeply indented and fringed with innumerable islands of all sizes and abound in good harbours such as Fusan, Mokpo, Kunsan, Jinsen, and Chinnampo.

Chosen is distinctly mountainous. The lofty range of Chong-paik stretches along the northern border, one offshoot of which running southward divides the provinces of Heian and Kankyo and then takes a south-easterly course along the coast until it terminates near the southern extremity and so forms, as it were, the backbone of the peninsula. This spinal deviation from the central line of the country makes the eastern side steep and rockbound, and there are no plains or rivers deserving the name



to be found in the east, whereas on the opposite side the mountain slopes are often gentle and merge into open, fertile valleys traversed by such rivers as the Daido, Kan, Kin, and Rakuto, and all these have essential relation to the economic life of Chosen.

The Korean climate is what is called continental and runs to extremes in both cold and heat. Spring and Autumn are very short seasons, and the variation in temperature between day and night is very sharp, sometimes reaching 25 degrees in places near the Manchurian border. This disparity is not so profound in the south where the climate is mild and tempered by ocean breezes. The cold in winter fluctuates according to atmospheric conditions, and there are frequent short spells of milder weather, so that the people commonly describe it as "three cold and four warm." The coldest month is January and the hottest months are July and August. The highest degree so far registered is  $35^{\circ}$  C. in Fusan,  $37^{\circ}5'$  in Keijo, and  $36^{\circ}7'$  in Chukochin, while the lowest is  $-14^{\circ}$  in Fusan,  $-22^{\circ}3'$  in Keijo, and  $-41^{\circ}6'$  in Chukochin. Throughout the year the mean temperature is a little above  $13^{\circ}$  in the south, a little below  $11^{\circ}$  in the centre around Keijo, and about  $4^{\circ}$  near the northern frontier.

The meteorology of eastern Asia is generally influenced by the incidence of the monsoons, and it is so in Chosen in which the direction of the prevailing wind remains practically constant for the season, a north-west wind blowing in winter and a south wind in summer. The fall of rain and snow is more abundant than in Manchuria and Mongolia, but scanty compared with that in Japan, the wettest country on earth, and ranges from 800 to 1,200 millimetres in most places, decreasing from south to north.

Fortunately, Chosen, unlike Japan, is outside the track of typhoons and rarely suffers from their devastating visitation. But during the wet months of July and August it happens that an exceedingly heavy rain falls locally along the western coast, the amount in a day often exceeding 300 millimetres, with the result

that the rivers are flooded, and great damage is done to crops and property.

In Chosen the rainfall is rather small, the air is dry, and the hours of sunshine are many, hence throughout the country, with the exception of a few localities, evaporation is even in excess of rainfall. The yearly fall is greatest in Fusan and vicinity in the south, where it measures no less than 1,500 millimetres. The dense fogs visiting the surrounding seas are notorious and cover the whole length of the coast zone, with the southern archipelago as their centre. Foggy days number some 70 a year, the fewest being experienced on the eastern coast south of Gensan. A fog usually becomes thicker as it is farther off from land, and in June and July, the season of densest fog, it sometimes happens that a fog lasts for three whole days and nights.

### Population

Under the old Korean régime no census, strictly speaking, was ever taken, or if attempted was taken solely for the purpose of fixing the base of assessment, in which case the men in charge unscrupulously indulged in the vicious practice of falsifying their returns with intent to fatten on the taxes paid by families not finding place in the official registers. The statistics made up in such a discreditable manner were, of course, unreliable and worthless. When the protectorate régime was established in 1906 the Japanese police adviser to the Korean Government found this evil very detrimental to the smooth working of civil administration, so caused instructions to be sent to each provincial police office to make actual and honest investigation of the entire population on a certain date, and this was, one might say, the

first real census ever taken. As there were many difficulties to overcome the count could not be made as accurately as desired, yet the results obtained gave a much truer idea of the population than previous calculations, for up to that time the population had been returned at something more than 5,000,000, whereas the new investigation put it at 9,781,000.

Sanitation was never regarded as coming within the province of the Government, so the mortality was ever high. On the other hand, the birth-rate usually ran still higher, and the natural increase in population, though by no means very high, maintained its average course. For several years after annexation the population showed extraordinary increase on account of the census-taking becoming more and more exact, but as the figures secured approached accuracy it gradually took on a normal course, and the average for the past five years shows that the birth-rate exceeds the death-rate by 15 per thousand, giving a natural increase of some 200,000 a year.

Japanese immigration into Chosen may be said to have begun after the opening of Fusan in 1876, and they numbered approximately 10,000 at the time of the Chino-Japanese War, their settlement up till then being confined to the open ports. About the time of the Russo-Japanese War, with the expansion of Japanese influence and the opening of the Korean railways, they began to penetrate into the interior, and their number increased considerably under the protectorate and even more so after the annexation. During the great European War, the stream of immigration tended to slow down owing to the boom prevailing in the homeland, but after that it resumed its former tendency.

The immigration of foreigners, 90 per cent. of whom are Chinese, is not very considerable, and varies more or less each year, though with a tendency to increase. The following table gives the population at the end of 1926 in comparison with the years 1920, 1914, and 1910, with classification according to occupation.

Occupation	Korean	Japanese	Foreign	Total
Agriculture, Forestry, Stock-farming	15,463,774	40,827	8,817	15,513,418
Fishery, Salt-manufacture . . .	262,982	12,870	179	276,032
Industries . . . . .	415,294	65,254	5,400	486,008
Commerce, Transportation . . .	1,142,766	138,929	24,119	1,305,824
Public Service & Other Professions	420,030	145,881	5,538	567,449
Miscellaneous . . . . .	657,437	27,496	5,562	690,545
Unrecorded . . . . .	252,699	11,059	866	264,624
<b>Total . . . . .</b>	<b>18,615,033</b>	<b>442,326</b>	<b>46,541</b>	<b>19,103,900</b>
<b>1920 . . . . .</b>	<b>16,916,078</b>	<b>347,850</b>	<b>25,051</b>	<b>17,288,989</b>
<b>1914 . . . . .</b>	<b>15,620,720</b>	<b>291,217</b>	<b>18,025</b>	<b>15,929,962</b>
<b>1910 . . . . .</b>	<b>13,128,780</b>	<b>171,543</b>	<b>12,694</b>	<b>13,313,017</b>

The density of population per square *ri* at the end of 1926 was 1,335, though it varied according to locality, with the south more populous than the north, while the proportion of men to each 100 women was 104.8, putting the total excess of males over females at nearly half a million.

### Race and Language

Opinions differ as to the exact origin of the Koreans. It is evident, however, that they are of the Mongol family and are closed allied to the Japanese. From the various historic relics discovered, as well as from the extensive anthropological study

conducted throughout the country, it would appear that the prehistoric inhabitants of the peninsula, from whom the present Koreans are descended, were of the same race as those then dwelling in the western half of Japan, in Manchuria, and in the southern part of the Siberian littoral. As time went on, much intermingling of blood took place among these branches, especially in the case of Koreans and Chinese, since Chinese colonies were established along the north-western coast from very early times. But that they did not supersede the native race in any appreciable degree is clear from their descendants being distinct from Chinese in physiognomy, though dark, straight hair, dark, oblique eyes, and a tinge of bronze in the skin are always present. In language, Korean belongs to the so-called Turanian group, is polysyllabic, possesses an alphabet of 11 vowels and 11 consonants, and a script named *En-mun*. It is more akin to Japanese than any other tongue. Its sentence and grammatical construction is said to be almost identical with the Japanese, and there are many words with common origin in the two languages, though in sound and vocabulary both are quite dissimilar. This fact accounts for the great facility with which Koreans generally learn Japanese, being assisted in it by their own linguistic aptitude which is proverbial. From these and other evidences, combined with the beautiful traditions common to both, it will be seen that the Koreans and Japanese are no strangers to each other but have been intimately associated from very remote days. So the recent union of the two nations may well be regarded as the reunion of two brothers long separated by untoward circumstances.

### Manners and Customs

In old Korea the people were strictly divided into three classes,

high, middle, and common. The first of these, called *yang-ban*, embraced men in government service, civil or military, and enjoyed many special privileges; the next included teachers, physicians, and local officials, and the third, farmers, artisans, traders, monks, etc. Lowest of all came the outcasts comprising menials, butchers, acrobats, and witches, and these were always held in the greatest contempt. According to class was the treatment received by its members, both socially and legally. These class distinctions were declared abolished in 1894, when the Reform Party gained the ascendancy, but it was not until the union in 1910 that equal status was really granted to all the people except princes and members of the peerage.

The Korean costume consists of a vest, coat, and trousers for both sexes, though of course differing in style, and to these a skirt is added for females. The clothing of the common people is mostly made of cotton or hemp, while the wealthy wear silk, and their favourite colours are white and light blue, and the large majority of the people are still to be seen clothed in white at all seasons. In point of comfort, however, the Korean dress appears unexcelled in the world, being cool in warm weather and warm in cold. The men's hats are queer-looking articles made of bamboo and horse-hair lacquered black. When worn the hat is kept firmly on the head by ribbons tied under the chin. Many of the men still display a topknot, though hair-cutting after the Western fashion is becoming quite popular. The Korean woman glories in her long, thick tresses which are parted in the middle and plaited. When at work these are wound round on top of the head and form the base for carrying burdens, such as water-pots, the family washing, etc. They never wear hats of any kind unless they are dancing girls, and these in full dress wear an ornament like a crown.

Korean houses of the upper classes have tiled roofs and are surrounded by walls pierced with a double gateway, outer and

inner. The main building contains a large middle room which serves as parlour and office, and at both ends of it are smaller rooms for the use of male members of the family. The women live in an inner apartment in accordance with the custom of keeping the sexes apart. On the other hand, houses of the common folk are for the most part small, low, and thatched, and have but few rooms, the walls of which are simply yet firmly built of stone and clay. Almost all are but one storey in height. Under old conditions high buildings were forbidden. Now that no such restriction exists, two-storey and even brick houses are favoured, especially in urban districts. The most singular part of a Korean house is its heating arrangement called *ondol*. The floor is made of flag-stones plastered over with clay and covered with thick oiled paper, and underneath, forming as it were the joists, runs a series of horizontal flues in connection with each other. Fire is made outside the room, and the hot, smoke-laden air circulates throughout the flues and escapes at the opposite end. In this way the floor of the room is thoroughly heated, making it comfortable to squat or lie down upon.

Rice is the staple of the Korean diet, and with it are served meat, fish (mostly dried), and various vegetables, but in the country millet and barley usually replace the costly rice. The Koreans have a particular liking for strongly flavoured condiments and relishes, such as red pepper, onions, and leeks, and these are always used in cooking or in making pickles. The meals are served on little low tables, one for each person, the table-ware being porcelain or brass. The rice is eaten with a brass spoon, and the side-dishes with chop-sticks. Liquor, native or otherwise, is widely used.

A great event in the life of a Korean boy is the hairdressing ceremony, when the queue is abandoned for the topknot. This takes place usually on the boy becoming affianced, and signifies his entry into man's estate, even though still in his early teens.

Now-a-days the custom is falling into desuetude as cropped hair is becoming the fashion, though it is still observed in rural districts.

In Chosen it is the rule for a newly-wedded woman to enter the family of her husband, though in some few cases the man makes his home with her family. Marriage cannot be contracted between near relatives, nor between blood relatives on the male side, not even after the lapse of generations. Monogamy, taught by Confucius, has been observed from of old, but the chief object of marriage being the generation of issue by which to perpetuate one's line, concubinage was recognized in the case of a marriage proving childless. This is no longer allowed, and the custom itself seems to be on the wane. The marriage of young people is usually arranged by their guardians without regard to their wishes, but there is now appearing a tendency to respect the will of the parties themselves. Until the day of marriage the engaged couple do not meet, and have probably never before seen one another. A wedding is always conducted at the bride's home, and after that the bridegroom takes her to his own house where the ceremony is concluded. In the days of the Korean Government it was prescribed that the nubile age was fifteen for males and fourteen for females, yet in reality many males were married at an even earlier age. Since 1915, however, no marriage of a male under 17 or a female under 15 is legally recognized.

A funeral service is performed by relatives and close friends without the assistance of a priest, and the body is invariably interred, the idea of cremation still being repugnant to Koreans in general. The choice of a burial site is of very great importance, and to decide this necromancers are called in. The period of mourning ranges from three months to three years according to the degree of relationship. Ancestor-worship based on Confucian principles is held most dear by the Koreans, and the custom is for their dead for four generations back to be enshrined at home,



and to conduct memorial services for those of more remote generations at the family burial-ground.

### Principal Cities and Places of Interest

**Keijo**, or Seoul, the seat of the Government-General, is situated about the middle of the peninsula near the western coast. It is a city of great natural beauty with the lofty peaks of Hokkan-San on the north and the green hill of Nan-San on the south, while the River Han skirts it on the south-west, thus making it a very suitable site for the capital of a country. As the capital of old Korea for many centuries, it abounds in palaces, gates, tombs, and other sights of historic or romantic interest, all proclaiming the glory and misery of by-gone days. Under the new régime the city has been greatly modernized and during recent years has made tremendous municipal development, as is evidenced by the increase in up-to-date buildings, improved streets, and cultural institutions, as well as by the various facilities, such as water-works, tramways, electric light, gas, telephone, etc., provided for civilized life, and in its entirely new aspect Keijo stands comparison with any of the large cities in the Orient. The population is 300,000, of which 78,000 are Japanese, 4,300 Chinese, and 400 other nationalities.

**Suigen**, 26 miles south of Keijo, is an old town encircled by a massive stone wall some 20 feet high, pierced by four great gates, and unique in the impressiveness of its architecture, though nearly all is now in a ruinous state. West of the town is a beautiful lake called Seiko with a pavilion on its bank which is a favourite resort for anglers in summer and skaters in winter. Suigen, with its clear rivulets and luxuriant growth of pine trees, is one of the prettiest places in the country. Once Suigen was

the seat of the provincial government and remained so until 1910 when transfer was made to Keijo. Among the public establishments the most noteworthy are the Model Farm and Higher Agricultural-Forestry School, both under Government management. Population 10,500 including 1,200 Japanese.

**Jinsen** (Chemulpo), 24 miles west of Keijo, is the second port in Chosen and was opened to trade in 1883 under the Japanese-Korean agreement then entered into. While the harbour is sheltered by Getsubito and Shato, islands lying across its entrance, it suffers considerable inconvenience in the anchoring and unloading of ships due to the difference between ebb and flow tide which averages as much as 33 feet; to overcome which the construction of a lock-gate dock after the pattern of the Panama Canal was started in 1911 and completed in 1918. The dock has a water area large and deep enough to accommodate 3 steamers of 4,500 tons at one time. A regular service is maintained between Jinsen and the chief ports in West Japan and North China, and the value of imports and exports combined reached 148,700,000 *yen* in 1926. Getsubi-to, pleasingly situated and joined by a long embankment to the town standing on the sides of an undulating hill forming a small headland, is famous for its cherry-blossoms and bathing accommodation, each attracting many visitors in the season. Population 53,000, of which Japanese number 11,590, and Chinese and other foreigners 2,000.

**Kaijo**, otherwise called Song-do, 45 miles north-west of Keijo, was the capital of Korea for nearly five centuries until 1384 when its premier position was surrendered to Keijo on the rise of the Yi Dynasty. Being an ancient town it contains many interesting scenes and relics, while it is noted as the home of Korean ginseng, the production of which now amounts to two million *yen* a year, and also as the chief producer of Chosen *shochu* (distilled spirit). Peaches grown here have the credit of being large and very

sweet. The population is 46,000 including 1,400 Japanese and 200 Chinese and other foreigners.

**Fusan**, 280 miles from Keijo, is the main gateway to Chosen and the southern terminus of the Korean trunk line. The harbour is excellently protected with a range of hills on the north-west and sentinel-like islands on the south, and the largest vessels afloat can approach the quay. The port, the oldest and largest in the peninsula, was once the only channel of traffic between Japan and Korea, but the opening of the railway and the improvement effected in the land and sea connexion at its piers have made it an important doorway to the continent, and each year adds to its expansion and prosperity. Fusan and Shimono-seki (Japan) are joined by ferry boats which ply regularly twice a day between them. Fusan is the seat of the provincial government and has a population of 106,000 of which 40,000 are Japanese. Its imports and exports amount to over 241,800,000 *yen* a year. The chief articles of trade are rice, soja-beans, seaweed, fish, cattle, hides, cotton, etc. Seven miles north of the town is a delightful spa called Torai lying at the foot of a charming hill and reached by motor or tram. Its waters, clear and of an alkaline nature, are said to have various curative effects.

**Masan** is a pretty port at the head of Chinkai Bay with a screen of hills for background. Besides commanding a superb view of the bay it has the advantage of being situated in the most salubrious part of the peninsula. Hence it is a pleasant resort for both summer and winter. Old Masan is the native town, while New Masan is chiefly inhabited by Japanese and has well-laid-out streets. The population is 22,900 including 4,900 Japanese. The town is 24 miles by rail from Sanroshin, a town on the main line.

**Taikyū**, 203 miles south of Keijo and situated in a vast fertile plain, is the principal centre for the distribution of all kinds of produce in the south as well as the seat of the provincial govern-

ment. One of the four largest cities in Chosen, Taikyu is equipped with electric light, waterworks, telephone, and other modern conveniences. Great fairs are periodically held here which attract immense crowds from far and near. The surrounding country is noted for its sericulture which becomes more important each year. Agriculture also flourishes, the apple especially being grown in large quantities. Taikyu is already very much to the fore and in time will be classed with Heijo as a typical industrial city. The population is now 77,000 of which Japanese number 23,000.

**Keishu** lies 43 miles from Taikyu and may be reached either by rail or motor-bus. It was founded about 57 B.C. as the capital of Sinla, one of the three kingdoms at the time, which lasted nearly 1,000 years, and abounds in various interesting scenes and ruins, such as palaces, tombs, temples, etc., recalling the glorious days of Sinla and serving as material for the study of Oriental arts. The ruins, while showing the influence of Chinese art, present also native characteristics of the period and are worthy of attention. Quite a number of antiquities excavated in the neighbourhood are exhibited in the local museum. Keishu is called the Nara of Chosen because it bears some resemblance to the old capital of Japan both in scenery and topography. To the north and south of the town are two gleaming streams, while to the east are green mountains and valleys. The town has a population of 16,800 including 600 Japanese. Among the various sights in this part of the country the best known are Bukkoku-ji and Sekkutsu-an situated 10 miles away, the one being an ancient Buddhist temple with two pagodas near by and the other a sacred stone cave containing images of Buddha and his saints carved in bas-relief, and all are typically expressive of the style of religious architecture and art prevailing in ancient Korea.

**Taiden**, 104 miles from Keijo, is the junction for the Konan Line, and the commercial centre, next to Taikyu, of the middle south. In 1905, when the Kei-Fu Line was completed, there

were but few Japanese families in the town, but it has since grown so rapidly that it has now 9,500 inhabitants including 6,500 Japanese. Seven miles west is the hot-spring of Jujo situated among charming hills. The place being quite new does not yet attract many visitors, but it will undoubtedly become popular before long. Its waters are said to possess a larger amount of radium emanation than those of any other spa in Chosen.

**Kunsan**, 14 miles from Riri on the main line, is situated on the bank of the Kinko near its mouth. One of the leading ports in the peninsula it was opened in 1890 and now conducts regular shipping services to other Korean ports and to Japan and China. Near by are several fishing centres while in the rear of the town stretch the vast districts of Zenshu and Kokei, known as the granary of Chosen. Kunsan's greatest, if not its only export, is rice, and in the season the entire town presents a scene of animated bustle. In the town are found many rice-cleaning mills and along the water front many godowns. Kunsan Park is on a hill in its eastern part and affords the visitor a bird's eye view of the town and its environs of rural beauty. Population 22,500 including 7,500 Japanese.

**Mokpo** is the terminus of the Konan Line and occupies a very important place in the Korean shipping trade. The port was opened in 1897 and derives its prosperity from the rich lands lying behind it. The harbour is snugly sheltered by nature by a hill on the north-west, a promontory on the south-east, and an island at its entrance, and the water is deep, even at low tide, so that ships of 15,000 tons can cast anchor close in shore. It has a regular steamship line plying to other Korean ports and to Japan proper. Raw cotton, grain, and marine products are the chief articles of export, and in the cotton season one sees "mountain high" heaps of goods on the shore. Population 27,500 including 7,200 Japanese.

**Heijo**, 161 miles from Keijo, and the seat of the provincial

government, is the largest town and the centre of commercial and industrial activities in the west. It stands on the right bank of the River Daido and occupies a most prominent economic position in the peninsula. This is the city in which the famous Chitzu founded his kingdom, to be supplanted afterwards by the kingdom of Kokuryu which prospered for 700 years, and it abounds in historic monuments and scenes. Around the town are many points of interest to visitors; the best known of them being Botandai, a picturesque height overlooking the fine stream within twenty minutes' ride by motor, and also the site of a fierce battle during the Chino-Japanese war. The population is 114,300 including 23,500 Japanese, and in prosperity the city ranks next to Keijo.

**Chinnampo**, 34 miles by rail from Heijo on the main line and located near the mouth of the Daido, is the largest trading port in West Chosen. While it has a natural harbour the lack of proper provisions was for long keenly felt, so a dock was started in 1909 and completed in seven years at a great expense, thus permitting of the mooring alongside of 2 steamers of the 3,000 ton class at the same time. There is a regular line from this port to China and Japan in addition to the coasting service. Population 29,000 including 5,900 Japanese.

**Shingishu**, 308 miles from Keijo, is an open port and also the provincial capital. The town stands on the left bank of the Yalu, which forms the boundary between Chosen and China, and occupies a very important position. On the opposite side of the river is Antung, one of the largest cities in Manchuria, and an iron bridge, 3,093 feet long with a footway on either side, connects the two towns as well as the Korean and Manchurian railways. Shingishu is still young, but various industries are being developed here, taking advantage of the great navigable waters, and there is every sign that this western gateway of Chosen will grow in prosperity. Among the chief industries are lumbering, rice-

cleaning, and paper-making. In the amount of trade Shingishu is fifth in the trading ports of Chosen. Population 23,800 including 6,000 Japanese.

**Gensan**, 140 miles north of Keijo and situated on Eiko Bay, is the finest port on the east coast of the peninsula. Two promontories jutting out north and south of it, and a few green-crested islets outside the bay form for it a natural breakwater. The harbour works started years ago are now completed, and all ships plying between West Japan and Vladivostok make regular calls here. The total value of trade at this port is estimated at 27,000,000 *yen*, the chief articles of export being rice, beans, cattle, timber, charcoal, graphite, fruit, and fish. Gensan was opened in 1891, and has since made such considerable progress that it now ranks among the leading Korean ports. The population is over 35,000 including 9,200 Japanese. At the eastern end of the town is Shotoen, a very beautiful beach with green pines skirting it, and in the summer season there is always a great rush of people to this ideal resort.

**Seishin**, 280 miles from Gensan, is an important port and the commercial centre of North Chosen. Up to the Russo-Japanese war it was a mere fishing hamlet and its growth began when it was made an open port in 1908. Since the opening of the northern section of the Kankyo Railway it has become more thriving, and the population is now 21,500 including 6,400 Japanese. The harbour is deep and offers comfortable anchorage to large ships, but its broad entrance making it a prey to high waves is a disadvantage and steps are being taken to overcome this handicap. The majority of the articles imported from Japan are sent to the hinterland through this gateway, so it is expected that completion of the remaining section of the line between Seishin and Gensan will add greatly to the prosperity of the port.

**Kainei**, 58 miles north of Seishin, is the terminus of the railway from Seishin. Surrounded by a fertile plain and situated

on the right bank of the Tumen, beyond which lies the district of Chientao, the town occupies a very important place in the trade with North Manchuria, being traversed by one of the great highways joining the two lands. When the Tumen is frozen over during the winter the river is quite busy with traffic. Population 21,500 including 6,500 Japanese.

### Kongo-San

Kongo-san, or Diamond Mountain as it is better known by foreigners, is situated in the province of Kogen near the east coast and is part of the great mountain range forming the backbone of the peninsula. The mountain, about 50 miles in circumference, consists of a large cluster of countless rocky peaks reputed to number "twelve thousand." All the peaks are very rugged and fantastic in form, towering boldly into the sky from a wild growth of primeval sylvan vegetation below, and embrace numerous ravines and canyons through which run crystal waters amid and over huge rocks of grotesque shape. It is these streams that impart infinite charm to the mountain scenery as they rush down in many sparkling falls before settling for a while in deep, emerald-green pools, creating of it a veritable fairyland. Altogether, it is the form not the height of the rocky peaks in the mountain that makes it a sight at once unique and wonderful, as the rocks, composed for the most part of coarse biotite-granite, are diversified through the process of thousands of winters' weathering into all manner of fanciful forms, and these, seen from afar, present a purplish-brown colour which adds greatly to their grandeur and impressiveness. This is most strikingly typified in Bambutsuso, perhaps the finest part of the mountain. The admirable beauty of the mountain, displayed in its endless





View of Kongo-San



Umi Kongo-San

of all), Choan-ji, Shinkei-ji, Hyokun-ji, Shoyo-ji, Makayun, etc.

There are two routes to Kongo-san, the one from Tetsugen on the Kei-Gen Line to Choan-ji, a starting point for the ascent of Inner Kongo, and the other from Gensan on the same line by land or water via Chanzen to Onseiri, a gateway to either Outer or Sea Kongo. Beyond Choan-ji or Onseiri one must be prepared to tread steep narrow zigzag paths. It would be, however, the height of folly to give up Kongo-san because of the arduousness of the passage, for the enchanting panoramic view unrolling itself at every turn is more than enough to recompense one for the labour.

The best season for visiting the mountain is mid-autumn, when the country enjoys an unbroken spell of ideal weather for outings and the entire mountain is agleam with the gorgeous tints of autumn foliage. The next preferable season is spring as the cherry trees and azaleas are in glorious bloom between April and May and are accompanied with a luxuriant verdure of young leaves. Summer is also a good time for those desiring to escape the heat, for it is delightfully cool on the mountain, though it has the drawback of the rainy season falling within the early part of it.

### Principal Rivers

The Tomon-ko or Tumen has its source on the eastern side of Mount Paik-tu on the northern frontier, and receiving tributaries from lesser heights gains in volume before reaching Mosan. After passing Kainei and Shojo it is joined near Onjo by the Polohotun coming from Chientao, and farther down by the Hunchun at Keigen, from which point the river is navigable until it empties itself into the Sea of Japan. It has a total length

of 300 miles, its lower course making the boundary between North Chosen and Maritime Province.

The Oryoku-ko or Yalu, forming the boundary between China and Chosen, rises on the western slope of Mount Paik-tu (8,000 feet), and after receiving the Kyosen-ko at Keisan-chin and a number of other feeders, unites with the Hun-kiang at Sosan and with the Ai-ho above Gishu, both coming from Manchuria. The stream is then divided by islets down to Antung and again at its estuary before flowing into the Yellow Sea. The entire length of the river is about 500 miles, one-half of it being navigable by junks, and for a distance of 30 miles up from the sea by vessels of 1,000 tons at high tide. Its upper course traverses a vast forest region. Timber felled there is made into rafts and floated down its many rapids until it reaches the lumber-yards at Shingishu or Antung.

The Kan-ko is an important river flowing south-west of Keijo, and has its source in Yoko-san, a mountain in Kogen Province. After passing Seizen, Nietsu, and Chushu, the chief towns along its upper course, it is joined by the North Kanko, a sister stream. The river combines with another great stream shortly before emptying itself into the Yellow Sea. It has a total length of 300 miles, two-thirds of which are navigable. In winter it affords pleasant skating grounds, while in summer many find pleasure in netting its fish.

The Rakuto-ko rises among the mountains forming the northern boundary of North Keisho Province, and flowing through Anto County is fed by several affluents. After watering the western plains of the province it enters South Keisho Province, traversing the central part of it. The stream is divided in its lower course and finally empties itself into the sea near Fusan. The river, 300 miles in length, is navigable up to Anto. The chief towns on its banks are Anto, Reisen, Mitsuyo, Sanroshin, and Kinkai.

The Kinko rises in the Tai-paik Range, and after flowing through the southern part of North Chusei Province finds its way into South Chusei Province. Then turning south-west it waters the rich plain of that province and empties itself into the sea near Kunsan. Along the stream are to be seen many interesting points rich in legend and romance. Its length is 250 miles, and it is navigable with ease from Fuko to the sea.

The Daido-ko has its source in the Rorin Range on the boundary between Heian and Kankyo provinces. It flows south-west and, receiving the waters of two tributaries, runs past Heijo and Kenjiho, and farther on is enlarged by the Sainci-ko from Kokai Province. It empties itself into the sea not far from Chinnampo. The river is more than 300 miles long, one-half of it being navigable, and promises to become a very important waterway.

### History of Japanese Régime

Chosen, one of the oldest countries of the Orient, was once a greatly advanced nation from which Japan learned many arts and crafts in her ancient days. But as to political independence, it seems she never enjoyed it to any great extent. For centuries before Japan came to interfere in her national affairs she was virtually held subject to China, paying tribute to Peking and receiving Chinese envoys from it. Being placed between powerful neighbours, Japan to the east and China to the west, she had a difficult part to play through her long history, and striving for better connexion with the stronger party she always followed a vacillating course which at times led to rupture of peace between her neighbours. Her weakness finally made her a bone of international contention and she became a storm centre of the Far East.

Chosen and Japan have been in close connexion from time immemorial with homogeneity of race and culture, and separated only by a narrow strip of water. Yet until sixty years ago they were in no condition to improve their ancient traditional intercourse in spite of the vital interests they had in common. On the restoration of the Imperial régime in 1868, Japan showed herself anxious to keep up friendly relations with Chosen by frequently sending envoys on that mission. At that time the Korean King was still a minor and the government was in the grip of Taiwonkun, the Regent, who obstinately maintained a policy of seclusion and turned a deaf ear to Japan's kind approaches. After prolonged and patient negotiations, however, Japan succeeded in 1876 in entering into a treaty of amity and commerce with her, and her example being followed by other powers, Chosen at length took on the semblance of an independent country.

By this time the Korean King had attained his majority and taken the reins of government into his own hands, and with it the family of Min from which his consort came gained the ascendancy, so that there was a constant scramble for power between her family and the conservative party headed by Taiwonkun. Seizing the opportunity thus afforded to extend her influence over the peninsula, China took sides with the Queen's clan, and this twice led to the Japanese Legation and residents in Keijo being attacked by Korean mobs and Chinese soldiery. Toward the end of 1884 the Reform Party under the leadership of Pak Yeng Ho planned to overthrow the Cabinet as well as the dominant Min family and to set up a new government, but their radical movement was quickly frustrated by the intervention of a Chinese force.

In 1885 the so-called Tien-tsin treaty was concluded between China and Japan, and it was stipulated that both should withdraw their troops from Korean soil, and that should either of the

contracting parties be required to despatch troops to Chosen the fact was to be notified to the other. In 1894 the famous Tonghak rebellion broke out in the country, and the Korean Government, aware of its inability to suppress the insurrection, appealed to China for help. China at once moved troops into Chosen in disregard of the Tien-tsin treaty on the pretext of protecting her dependency. Japan, not recognizing China's suzerainty over Chosen, lodged a strong protest against such high-handed action, and having received no satisfaction from China, sent a force for the protection of her own representatives and residents. In the gravity of the situation the Korean authorities saw the folly they had been guilty of in inviting China's support at the expense of national independence, and approached Japan for aid in expelling the Chinese soldiers from the country. Japan and China thus came into collision which started a war between the two nations. Victory rested with Japan and peace was signed at Shimonoseki in 1895, by which the Chinese claim on Chosen was renounced and Korean independence fully recognized.

Chosen should have embraced the opportunity now presented to make herself strong and really independent with the help Japan was ever willing to give her. She did not. On the contrary, her politicians took to perpetual intrigues and frequent were the changes in the Government. Things went from bad to worse until she was completely swayed by Russian influence. Indeed, the power of the Russians at this time was so great that it seemed that everything was in the hollow of their hands. For instance, they held the right to exploit the forests along the Yalu, train Korean troops, and control important ports in the peninsula, while on the other hand they acquired the lease of Port Arthur and Dalny, followed by the virtual occupation of Manchuria, and gradually assembled a force in the Korean frontier regions to engage in military manoeuvres there. As time went on, the Russian policy toward the East grew more and more aggressive,

and was even bent on absorbing the Korean peninsula, and this constituted a great menace to the safety of Japan. Japan demanded evacuation of Manchuria by Russia, but the latter refused it in defiance of the treaty obligation, and lengthy negotiation brought no hope of amicable settlement between the two. At last, Japan, staking all on the throw, was compelled to fight the mighty "bear" of the West for the preservation of Korean territorial integrity as well as for the safeguarding of herself. This took place in 1904. In the Portsmouth treaty of 1905 that ended the war Russia acknowledged Japan's paramount interests, political and otherwise, in Chosen and pledged herself not to interfere with any measures Japan might take in behalf of Chosen.

Though Japan was always ready to lend a helping hand to Chosen in the maintenance of her independence and in the promotion of her welfare, Chosen was utterly unable to stand on her own feet owing to long years of misgovernment, official corruption, and popular degeneration, and was ever tottering to her fall under foreign pressure. So it appeared more than likely she would become the hotbed of incessant trouble in the Far East, and in view of the situation Japan came to the conclusion that the best way to save Chosen was by making her a Japanese protectorate. In November, 1905, following on the conclusion of the Russo-Japanese War, a treaty was signed to that end between Chosen and Japan, and in the following year the Residency-General was established to look after the affairs of the peninsular kingdom.

Prior to this, Chosen was bound by the Protocol of February, 1904, to adopt Japan's advice in regard to administration, internal and external, and under the agreement signed in August of that year engaged Baron Megata as financial adviser and Mr. Stevens, an American, as diplomatic adviser, both on the recommendation of the Japanese Government. On the establishment of the Protectorate, Prince Ito, one of the greatest statesmen of modern

Japan, was appointed first Resident-General. He devoted himself heart and soul to the task of assisting Chosen to reform herself and thereby advance her national well-being.

It was not easy, however, to extirpate at once all the deep-rooted evils besetting Chosen, and there were still many Koreans who refused to see the good intent actuating Japan, and these secretly engaged in concocting anti-Japanese schemes, which culminated in the assassination of Mr. Stevens by Korean malcontents in San Francisco in March, 1907, and the dispatch of a Korean delegation to the Hague Peace Conference in June of the same year without the knowledge of Japan. Prince Ito, therefore, deemed it necessary to tighten the hold of Japan on her protégé, and concluded a further agreement with her in which it was set forth in unmistakable terms that all important measures, legislative and executive, were to be subject to the approval of the Resident-General and that Japanese were to be appointed to responsible posts in the Korean Government. Under this new agreement a reform was effected in all branches of administration, and many Japanese were taken into the government service to work side by side with the Koreans. A clear line of distinction was drawn between Court and Government and between the judiciary and the executive, thus removing the root of so many evils, while unconditional loans were made to the Korean Government to enable it to meet the increased expenditure. Later on the management of Korean justice and prisons was delegated to Japan to secure the more effective protection of life and property in the country. In introducing these reforms a great many obstacles had to be surmounted, for there were still found not a few men in authority to whom the change from the old to the new order of things was most unwelcome.

All this while peace and order in the country was far from assured, for insurgents or brigands were infesting the provinces



and the people in general lived in a continuous state of unrest and alarm. In October, 1909, Prince Ito fell a victim to an assassin at Harbin while *en route* for Europe. Misconception on the part of those whom he loved was the cause of all this. A few months later Mr. Yi, Korean prime minister, was attacked and seriously injured in Keijo by another Korean fanatic. These events made it plain that the Protectorate régime would not work well with all its good intention and efforts, and it became evident that nothing remained, if the best and permanent interests of Chosen were to be secured and enjoyed, but her amalgamation with Japan. This idea had for some time past been entertained by men of light and leading in Chosen, and above all, the Ilchin Hoi, a great political party composed of the intellectual class and representative of public opinion at the time, strongly advocated the union of the two countries and memorialized both Governments, urging it as the most advisable action to be taken for the real benefit of both peoples. The consensus of public opinion in Japan was also found in favour of the step, so the Japanese Cabinet Council, coming to a final decision, approached the Korean Government on the subject, and a treaty of annexation between Japan and Chosen was signed amid profound peace on the 22nd of August, 1910, and was duly recognized by the world at large.

The Treaty consists of a preamble and eight articles providing for the transfer of the Korean sovereignty, treatment of the Korean Royal Household, protection of life and liberty of the Koreans and advancement of their welfare, and appointment of Koreans as officials. At the same time that the treaty was published the Korean King promulgated a mandate admonishing his people to conform to the spirit and aim of annexation which was prompted by absolute necessity.

In consequence of the annexation the treaties that Japan had concluded with other powers automatically included Chosen, now

an integral part of Japan, making void all the treaties and conventions signed between Chosen and foreign nations, but Japan sent a manifesto to her treaty powers announcing that the foreign rights acquired under the Korean Government would be duly respected, especially with regard to the existing Customs which would be left as they were for the next ten years.

Upon the conclusion of the treaty of annexation the Japanese Emperor was pleased to promulgate an Imperial Rescript giving the reason for the event and expressing his love for the Korean people. He accorded the Korean Royal family treatment due to the Japanese Imperial family and settled on it the same amount of income annually received by it for its maintenance. An office was established for management of the Household, and near relatives and some meritorious persons were made peers. The sum of 30,000,000 *yen* was donated by Imperial bounty to Chosen for distribution among various social and charitable works, while remission of taxes was granted to needy people and a general amnesty was extended to convicted prisoners.

For the administration of the new territory the organization of the Government-General was established, and at the same time the name of the country was changed from *Tai-Han*, adopted in 1897, back to Chosen. Count Terauchi was then appointed first Governor-General and Mr. I. Yamagata, son of the great Prince Yamagata, Civil Superintendent. During the years following the annexation the authorities have been energetically introducing and carrying on many reforms along all lines of human activity, and the progress attained by the country under Japanese rule is by no means insignificant, though not accomplished wholly free from blunders. In short, the new régime brought with it many of the advantages of civilized life to the Korean people.

Great as the improvement effected in the administration of Chosen was, the change in the times following the World War, necessitated a readjustment of the entire administrative system

so as to fit it to new conditions, and plans for that purpose were in the process of being formulated when in March, 1919, disturbances suddenly broke out in different parts of the country, and for some months the Government found itself fully occupied in restoring order, but it was possible to carry out the contemplated reforms in August the same year, and the re-organization of the Government-General became an accomplished fact. Among the new departures initiated, the most significant was that the post of Governor-General, hitherto open to a military man only, was thrown open to all, and next was the adoption of a police system similar to that in vogue in the homeland, thus superseding the former system which had gendarmes as its main force and was subject to much adverse comment abroad. Mr. Hara, the premier, in announcing these important reforms, declared it was the Government's intention to do its best to secure all the benefit possible from them, and by so doing raise Chosen to the same level as Japan herself.

A sweeping change was then effected in the personnel of the Government-General. General Hasegawa, Governor-General, and I. Yamagata, Civil Superintendent, resigned and their posts were filled by Baron Saito and Dr. Midzuno respectively. Baron Saito had long distinguished himself as a minister of state, while Dr. Midzuno had held a ministerial portfolio in the late Cabinet, and it was expected that both would prove fully equal to the trust placed in them that they would fulfil the great task in Chosen. The new Governor-General, on assumption of the office, made announcement of his new policy to the entire country, and stated that a liberal and righteous administration would be established in the peninsula in obedience to the august wishes of His Majesty, and urged both officials and people to united efforts for the achievement of the ideals set forth in the Imperial Rescript.

The principles upon which the reforms were based were: stabilization of peace and order, deference to public opinion,

abatement of officialism, innovation in administration, improvement of general living, and advancement of popular culture and welfare. And to accomplish these essential points definite plans were drawn up regarding the following :

Non-discrimination between Japanese and Koreans.

Simplification of laws and regulations.

Promptness in conducting State business.

Decentralization of power.

Revision of local organization.

Respect for native culture and customs.

Freedom of speech, meeting, and press.

Spread of education and development of industry.

Complement of police force.

Expansion of medical and sanitary organs.

Guidance of popular thought.

Opportunity for men of talent.

Friendly feeling between Japanese and Koreans.

### **Government Organization**

The Government-General of Chosen was inaugurated on the 29th of August, 1910, the day on which annexation was effected, but as the immediate organization of all offices necessary was impossible, the organs existing during the protectorate period were retained in their entirety for the time being, and the Resident-General was made executive chief of the new régime, while the various offices of the defunct Korean Government, with few exceptions, were likewise retained to serve the Government-General.

After the preliminary work was completed, organic regulations for the Government-General were promulgated on September 30 following. As provided in these regulations the Sotoku or Gover-

nor-General was appointed direct by the Crown from among military or naval men to command the forces in defence of the country and to exercise supreme control over the administration. He was authorized to memorialize the Throne and receive the Imperial sanction through the prime minister, and to issue general ordinances in virtue of his delegated or discretionary power.

At the same time, regulations governing the affiliated offices were promulgated, by which a central council was organized as an advisory body for the Governor-General with its members selected and appointed from among prominent Koreans. With the idea of securing the public peace, the gendarmerie police system was adopted with headquarters in the metropolis and subordinate offices in the provinces. The commander of the gendarmerie was additionally made head of the police, and gendarme captains were also placed in charge of provincial police affairs.

The application of all Japanese laws to Chosen should have followed on the annexation, but the widely different condition of the Korean masses did not warrant this at the beginning, and induced the Government to frame special laws for this land except with regard to the post and telegraph services, patent rights, copy-right, public accounts, etc., to which the laws of Japan were made to apply in whole or in part, as unity was positively required in their working.

Since the establishment of the present régime, reforms and improvements have been introduced from time to time as occasion called for them, but in August, 1919, a thorough-going reform was instituted, the salient features of which are briefly given in the following paragraphs.

The rapid changes in world conditions and the remarkable development in the peninsula demanded the re-organization of the Government-General, so that a more appropriate administration might be secured for the people. Though the plan adopted was prevented for a time from execution owing to the so-called

independence agitation of March, 1919, it was at last put into effect in August of that year.

The principal aim of the reform, as stated in the Imperial Rescript issued at the time, was to extend to the Koreans "a fair and impartial treatment in all respects," and "to secure a good and enlightened government" in conformity with the demands of the age. The choice of Governor-General was now widened in scope and even civilians were made eligible for appointment, while on the other hand his competency in the matter of national defence was limited to making application to the military commander in Chosen for the despatch of forces when necessary for the preservation of peace and order.

The Seimu-sokan or Civil Superintendent, as hitherto, was charged with assisting the Governor-General, as his chief lieutenant, in the administration, and with the supervision of the entire business of bureaus and departments.

The names of the central offices were changed, and they were styled bureaus instead of departments, though with little difference in meaning in either case. The Educational Bureau, formerly part of the Home Affairs Department, was made into an independent one and placed on an equal footing with other bureaus. The Police Headquarters as an independent office was abolished, and a Police Bureau created in the Government-General.

Along with these rearrangements of central offices, adjustment was made regarding the business conducted by the various offices with the object of avoiding red-tapeism, and the execution of general affairs, except in the case of very important matters, was entirely entrusted to the heads of the bureaus and departments. At the same time, the appointment of Korean high officials was made easier than before so as to open the way for placing Koreans of ability in responsible posts.

The police and local organizations were also reformed, and the system of using gendarmerie as the principal force for the policing

of the country and subordination of the civil police to it was abandoned, while placing the police in the hands of the provincial governors. Consequently, the police offices, which stood distinctly outside the sphere of local executive organs, ceased to exist, and an ordinary police department was formed in each province with a secretary at its head. Police stations were established in all cities and districts, and a police training school was established in Keijo to train men on modern lines.

#### **Latest Reform**

In December, 1924, in conformity with the radical retrenchment policy of the home Government, the organization of the administrative machinery in the peninsula was revised to effect as great an economy as possible, and various offices, central and local, were abolished or, where possible, amalgamated, while officials, high and low, were considerably reduced in number. At the same time the general transaction of business in every department was made more business-like and the heads of bureaus and sections were given wider competency with an eye to greater efficiency. Further decentralization of control was then planned and, as a result, many government institutions, such as provincial hospitals, middle-grade schools, and meteorological stations, were transferred to the jurisdiction of provincial offices. In April, 1925, a Railway Bureau was newly established as an independent organ for the management of the State railways, which had again come into the hands of the Administration on expiry of the contract entered into between the Government and the South Manchuria Railway Company.

The following list gives the classification of government offices and institutions in Chosen existing at the end of 1926.

## Government-General and Affiliated Offices

Government-General	Affiliated Offices	
Governor-General's Secretariate	Central Council	Surveillance Section
Private Secretaries Office	General Affairs Section	Customs Duty Section
Councillors Office	Investigation Section	Inspecting Section
Foreign Affairs Section	Provincial Government	Branch Offices
Archives Section	Governor's Secretariate	Coastguard Stations
Accounts Section	Internal Affairs Department	Law Courts
Home Affairs Bureau	Financial Department	Supreme Court—
Local Administration Section	Police Department	Procurators Office
	Municipalities— Districts	Appeal Courts—
Social Works Section	— Islands— Towns—	Procurators Office
Public Works Section	Villages	Local Courts—
Building Section	Provincial Hospitals	Procurators Office
Financial Bureau	Police Stations	Local Branch Courts
Internal Revenue Section	Police Training Institute	Prisons—Branches
Budget Section	Communications Bureau	Public Depositories
Financial Section	General Affairs Section	Forestry Stations
Industrial Bureau	Supervising Section	Government-General Hospital
Agricultural Section	Accounts Section	Medical & Surgical Depts.
Fishery Section	Engineering Section	Pharmaceutical Section
Commercial & Industrial Section	Electric Works Section	General Affairs Section
Mining Section—Branches	Marine Affairs Section	Nurses & Midwives
Land Improvement Section	Special Water-power Inquiry Section	Training Institute
	Postal Money Order & Savings Supervising Office	Saisei-in Asylum
Irrigation Section	Post Offices—branches	Orphans Department
Geological Investigation	Telephone Offices	Blind & Deaf-Mute Dept.
Fuel Laboratory (Office)	Employees Training Institute	General Affairs Section
Commercial Museum	Sailors Training Institute	Eiko Reformatory
Judicial Bureau	Marine Court	Model Farm
Judicial Affairs Section	Monopoly Bureau	Branches
Prison Section	General Affairs Section	Sericultural Experimental Station
Educational Bureau	Management Section	Sericultural School for Girls
School Affairs Section	Branch Offices	Central Laboratory
Compiling Section	Railway Bureau	Cattle Disease Serum Laboratory
Religious Affairs Section	General Affairs Section	Fisheries Experimental Station
Museum	Supervising Section	Forestry Experimental Station
Meteorological Observatory	Traffic Section	Civil Engineering Council
Police Bureau	Operating Section	Tariff Inquiry Committee
Police Affairs Section	Construction Section	Forestland Investigation Committee
Censorship Section	Mechanical Section	Government Library
Peace Preservation Section	Accounts Section	Keijo Imperial University
Sanitary Section	Employees Training School	Government Schools & Colleges
Export Cattle Inspecting Station	Railway Library	
Forestry Department	Railway Hospital	
Management Section	Customs	
Forest Products Section	General Affairs Section	
Aforestation Section		



**Non-discrimination between Japanese and Koreans**

At the time of annexation, regulations for the treatment of Korean civil servants with regard to grade and salaries were specially framed on those in force under the former Korean Government. In view, however, of the advance since made in their standard of living, as well as in their professional knowledge and efficiency, it was found necessary to give them better treatment, and their salaries were increased in 1913, and again in 1918, while their pensions, retiring allowances, and allowances to their bereaved families were also augmented.

A further change for the better was made in October, 1919, when the regulations relating to the status and pay of Korean officials were annulled, and in their stead those for Japanese officials were made to apply with the object of doing away with all objectionable difference between the two peoples in the same government service.

Until 1919 the post of school principal was always reserved to Japanese, but in October of that year revision was effected making it possible for competent Koreans to be appointed heads of public common schools, and up to the present scores of Korean teachers have been so appointed in the provinces.

The appointment of Korean judges was formerly made somewhat differently from that of their Japanese colleagues, while their authority was limited to dealing with cases in which, if civil, both parties were Korean, and, if criminal, the accused were Korean, but in March, 1920, the regulations for courts of justice were revised removing this restriction in their powers, and Koreans are now competent to take part in the examination of cases in which people of any nationality are involved.

**Elimination of Formalism**

The administration of Chosen tended formerly to place too

much weight on formality, so care was taken to introduce reform in this matter. Prior to 1919 all government officials were required to wear uniform and even swords. This gave them a soldierly appearance and was much criticized as a symbol of militarism, and in August of that year the system was abolished except for the police, jailers, and Customs officers. Later on, however, for the bench and bar a robe modelled on that in use in Japan was prescribed, because it was considered necessary for law courts to present a dignified appearance when engaged in administering the law.

Next, in order to avoid a tendency toward centralization of power, efforts were made to simplify the transaction of State business and to enlarge the power of local authorities. Accordingly, in January, 1920, the Government revised the established rules for reports and reduced to a minimum the number of periodical reports to be forwarded by the local to the central offices. Again, in April it revised the regulations for the investment of power in the hands of local authorities, and gave them wider competency to enable them to decide some of the matters formerly presented for decision to the highest authority. In December of the same year the regulations for the conduct of business were revised to simplify and speed up the handling of papers and documents.

#### Deference to Public Opinion

Previous to 1919 the number of newspapers permitted publication was limited to the few already in existence, and it was practically impossible for anyone to issue a new journal, but it being thought that such smacked of restriction in the freedom of the press, permission was given from December that year onward for the publication of several new daily papers in Korean

or in Japanese. Restriction of public meetings was also much mitigated, and even political meetings, the holding of which was formerly tabooed, were allowed in certain circumstances. Freedom of speech and meeting being thus generally recognized so far as it was not prejudicial to public order, associations of every description have since sprung up in large number throughout the country, including some of a purely political hue.

As the highest Korean consulting body the Central Council is convened several times a year to deliberate on certain questions presented to it by the Governor-General. In April, 1921, revision was made in its organization, by which treatment of its members was improved, restriction in their voting power withdrawn, their term of service fixed, etc. At the same time influential men from every province were selected and added to it so as to make the institution representative of the entire country.

#### **Making Known the Real Chosen**

The Government-General has not been remiss in making Chosen really known to the outside world through the publication of periodicals, pamphlets, and illustrations. In 1920 a Board of Information was formed with the object of giving as much publicity as possible to the actual state of things in Chosen, and in 1922 this was joined to the Statistics Section and made an Investigation Section to carry on the work even more extensively. In 1920 a moving picture corps was also formed to make known the condition of Chosen to Japan and *vice versa* by means of cinematograph exhibitions. The films, depicting the affairs and lives of both Koreans and Japanese, are copied and distributed among the various districts, and are there shown to the people in the hope they will contribute to the cultivation of their social knowledge besides catering to their amusement and recreation.

**Respect for Native Customs**

It is one of the ruling principles of the present administration to hold in respect Korean culture and usages and to make use of them indirectly, if not directly, in the way of law-making and administering justice. Acting on this principle, the Central Council has been charged with investigating the old customs and institutions of Chosen as part of its work. Since 1916 an authentic history of Chosen has been in course of preparation by the Council, since Korean histories in existence were found far from free from error and lacking in uniformity, and in December, 1922, a compiling committee composed of noted scholars, Korean and Japanese, was especially appointed to deal more effectively with the elaborate task so as to bring the whole work to a successful conclusion.

Respect for tombs has been for ages instilled in the Korean people as a form of ancestor-worship, and so deeply is it implanted in their minds that very great importance is placed upon the selection of a site for burial, and this, strengthened by their peculiar superstition that the position of a grave has a vital effect on the family destiny, whether for good or ill, often led to illegal appropriation of another man's land by clandestine interment of the dead. As a result, much good land was thrown out of cultivation and never-ending litigation ensued, much to the detriment of the public peace. To sweep away these evils, regulations for control of burial-grounds were introduced shortly after the annexation, and all were required to use public cemeteries provided for them, but this proving somewhat too radical for the social mentality of the people, the regulations were revised in 1919, by which the making of new private burial-grounds, forbidden in general, was permitted within prescribed limits close to family graves already standing.

**Prince Yi Household**

The very day the annexation was effected, H.M. the Emperor of Japan, having in mind the best interests of the Korean royal family, sent a special Imperial message, according the ex-emperor and other members of the Korean royal family all the honours and privileges enjoyed by Japanese Princes and Princesses of the Blood. The annual grant to the Household was then fixed at 1,500,000 *yen*, as guaranteed in the treaty of annexation, a sum equal to that disbursed to it in previous years, but in consideration of the rise in prices it was raised to 1,800,000 *yen* in 1921.

When Grand Prince Yi fell ill from apoplexy on the 21st of January, 1919, and succumbed to it the following day at the age of 68, the funeral was conducted at State expense at Kunrenin, the old parade ground in Keijo, on the 3rd of March. The second anniversary of his death was observed by Prince and Princess Yi in East Palace on the 27th of January, 1921, and many people came from all parts of the country to attend the grand ceremony.

In the year 1907 the Heir-Apparent to Prince Yi was sent to Tokyo in the company of Prince Ito to be educated. He received his early education in the Peers' School, and after passing through the Military Academy was attached to the 2nd Regiment of the Imperial Infantry Guard, and in 1920 entered the Military College from which he graduated with honours in 1923. He was then promoted to the rank of captain and attached to the General Staff Office in Tokyo. In April, 1920, he married Princess Masako, the eldest daughter of Prince Nashimoto, and in August of the next year a son was born to them. In April, 1922, the royal couple paid their first visit to Keijo, but unfortunately during their brief stay their beloved child was seized with sudden illness and died three days later, on May 11.

On the 26th of April, 1926, Prince Yi died of chronic nephritis

at the age of 53 and the State funeral took place in Keijo on the 10th of June following. With the passing of the Prince the Heir-Apparent became head of the Korean royal house and had the same title conferred on him.

#### **Korean Peerage**

In August, 1910, regulations concerning the peerage of Chosen were published by Imperial Ordinance, and by virtue of those regulations the blood relatives of Prince Yi, other than those accorded the status of Princes of the Blood, men of high birth, and those who had rendered distinguished service to the State, to the number of 76 in all, were created peers, among whom were 6 Marquises, 3 Counts, 22 Viscounts, and 45 Barons. At present the peerage comprises 7 Marquises, 3 Counts, 18 Viscounts, and 33 Barons, or 61 peers in all.

# FINANCE AND ECONOMY

## Introductory

In reviewing the public finance of Chosen, it is necessary to have some idea of what it was under her old régime. For many years her finance was in a most awkward predicament. The taxation system was as badly disorganized as the currency, much of the annual expenditure wasted to no purpose, and the Court and Government had no distinct line between themselves with regard to their respective finances. In many instances, each government office collected and spent as it pleased without being called to any account, while several important sources of national revenue were in the sole possession of the Imperial Household Department. Such being the case, it was of course impossible for the State Treasury to obtain the estimated income, and the compilation of an annual budget always proved a mere farce. So when Japan came to take an active part in the internal affairs of the country, it was chiefly from the financial side that she undertook to reform them, keeping this one aim in view, that of placing Korean finances on a thoroughly sound basis.

As the sequel of the agreement concluded between Japan and Chosen in August, 1904, Baron Megata was appointed financial adviser to the Korean Government. He applied himself to the task of restoring to order the confused condition of the finance, and introduced a number of reforms most urgently needed at the time. On the establishment of the protectorate régime in 1906, by which Japan gained a freer hand in the management of Korean State affairs, still greater efforts were made for adjust-

ment and improvement of Korean finance. To mention some of the important reforms then effected financially; the gold standard was adopted in order to secure a uniform currency, a central bank was established to act as the national treasury and empowered to issue convertible notes, while various banking organs were provided in principal centres for promotion of industrial interests. In addition to these, the financial law was vigorously enforced in budget-making, the system of taxation was improved to obtain an increased revenue by the imposition of an equitable burden on the people, the method of levying taxes was corrected so as to root out the vicious practice of extortion, the ginseng monopoly and other revenue sources, formerly under the exclusive control of the Imperial Household Department, were turned over to the Government itself, and a clear distinction between Imperial and State estates was effected.

The effect produced by these new departures was so great that the poor financial condition of the fiscal year 1905, plainly shown by the expenditure exceeding the revenue by over 20 per cent., rapidly improved, so that by the fiscal year 1910 the account could show an even balance, and Korean finance was at length founded on a firm basis as the result of continuous effort during the preceding six years.

#### **Annual Account**

In the days of the former Korean régime, no fixed policy was followed in compiling the budget. No minister felt himself in any way responsible for it, and though the annual budget was drawn up and published by the Government, it was after all nothing more than a formality, since each department not only had little mind to honour it but behaved financially in a most irresponsible manner. In 1904, when the Japanese financial



adviser, Baron Megata, made minute inquiry into the sources of the Korean State revenue and framed thereon the budget for 1905, he estimated the revenue at 7,480,000 *yen* but was unable to figure the expenditure at less than 9,550,000 *yen*, that is, over 2,000,000 *yen* in excess of revenue, and the budgets for the next two years still showed deficits of no mean account. After the protectorate was introduced the financial condition greatly improved, but there were so many things clamouring to be done that expenditure in 1908 more than doubled that of 1906, and in the succeeding three years this tendency was still more in evidence. Japan, therefore, made advances free of interest to meet the deficiency, amounting in all to some 13,200,000 *yen*, and the annual account was thus enabled to maintain equilibrium.

On the establishment of the present régime, great economy was exercised by unifying the management of various administrative affairs, but with a view to providing for new enterprises most necessary for the development of the country the budget framed for 1911 rose to over 48,740,000 *yen*, or twice that of the preceding fiscal year. After that, advance was yearly witnessed in the annual account, and especially is it to be noted that the amount leaped at a bound from 77,000,000 *yen* in 1919 to 124,000,000 *yen* in 1920 owing to the expansion of cultural works in connexion with the government reform. Thus large expenditures were yearly made for the administration of the peninsula after the annexation, but as the sources of revenue were found ever slender in meeting them, public loans were resorted to for the securing of economic development, such as roads, railways, harbours, etc., and a subsidy was also received from the home Treasury to cover the probable shortage. Close examination of the budgets, however, will show the great progress since made toward making both ends meet.

Though three years after 1911 the estimates of the ordinary

revenue did not equal those of the ordinary expenditure, the rate of increase in the former became greater than that in the latter in 1914, and from that year onward the difference in its favour hovered between 2,000,000 and 12,000,000 *yen* each fiscal year. The total estimate of ordinary revenue put at 69,000,000 *yen* in 1920 was as high as 96,000,000 *yen* in the next year, largely due to the inclusion of new income expected from the tobacco monopoly, but the excess of 5,000,000 *yen* in ordinary expenditure over ordinary revenue for 1921 was mainly occasioned by the increase in expenses incurred through expanding the police system and augmenting the salaries of public servants in tune with the rise in prices. In the year 1922, an effort was made to recover from this abnormality by increasing the taxes on land and liquor and on sugar consumption. Nevertheless, the years 1923 and 1924 saw the estimate of ordinary expenditure still exceeding that of ordinary revenue by some 2,000,000 and 4,000,000 *yen* respectively, yet this was quite inevitable owing to the abolition of the duties on Japanese imports, save on liquors and textiles, on the one hand, and the further extension of educational and traffic facilities on the other.

In 1923 the Government-General practised rigid economy and to some extent in 1924 also. It was, however, found difficult to secure financial equilibrium, and were existing conditions allowed to continue it was plain that the next fiscal year would witness a serious deficit in the estimates. So, following the retrenchment policy of the home Government, it was decided to effect financial readjustment on a most extensive scale, and this took concrete form in the discharge of a large number of officials and in the temporary shelving of various projected enterprises. The Budget for 1925 was then estimated at 178 million *yen*, exclusive of 42 million *yen* for railway operation—which work devolved upon the Government-General in that fiscal year. Less

railway expenditure this showed a decrease by 7 million *yen* as against the budget for 1924 which amounted to 142 million *yen*.

### Annual Account from 1911 to 1927

Year	Revenue			Expenditure		
	Ordinary	Extra-ordinary	Total	Ordinary	Extra-ordinary	Total
1911	24,067,583	24,674,199	48,741,782	27,891,437	20,850,345	48,741,782
1912	26,732,332	26,159,877	52,892,209	30,232,490	22,659,719	52,892,209
1913	30,106,163	27,883,449	57,989,610	34,751,104	23,233,506	57,989,610
1914	37,724,027	21,683,939	59,412,966	35,606,660	23,806,306	59,412,966
1915	39,776,729	19,096,674	58,873,403	36,794,165	22,079,238	58,873,403
1916	41,561,826	18,237,372	59,848,998	37,073,155	22,775,843	59,848,998
1917	44,578,346	18,070,963	62,649,309	39,002,654	23,640,245	62,642,899
1918	42,668,220	22,473,433	65,141,653	36,399,704	28,741,945	65,141,653
1919	52,642,608	24,918,082	77,560,690	39,698,250	37,832,440	77,560,690
1920	69,347,820	55,450,649	124,798,469	67,209,319	47,107,041	114,316,860
1921	96,121,029	66,353,179	162,474,208	101,697,602	60,776,606	162,474,208
1922	101,547,184	56,577,433	158,124,617	102,739,997	55,384,620	158,124,617
1923	99,914,238	46,092,987	146,007,225	102,030,768	43,946,457	146,007,225
1924	102,383,844	40,316,315	142,700,159	106,208,526	36,491,633	122,700,159
1925	142,521,034	34,561,313	178,082,382	136,867,730	41,214,652	178,082,382
1926	151,041,757	43,446,157	194,487,914	143,001,596	52,486,318	194,487,914
1927	165,773,875	45,136,256	210,910,111	150,879,909	60,030,202	210,910,111

Note: The decrease in ordinary account for 1918 is due to the fact that the management of the State railways was entrusted to the South Manchuria Railway Company in that year.

## Items of Budgets for 1923 to 1927

Items	1927	1926	1925
<b>Ordinary Revenue</b>			
Taxes ... ..	40,804,650	37,486,820	35,621,628
Stamp Receipts ... ..	10,346,207	10,008,239	9,115,479
Receipts from Government Under- takings & Properties ... ..	22,112,794	99,855,785	93,710,643
Miscellaneous ... ..	2,210,224	2,102,694	2,073,314
<b>Total ... ..</b>	<b>165,773,875</b>	<b>149,453,538</b>	<b>143,521,064</b>
<b>Extraordinary Revenue</b>			
Loans (Public & Other) ... ..	19,000,000	15,000,000	11,877,430
National Treasury Grants... ..	15,473,914	19,919,385	16,678,443
Miscellaneous ... ..	10,862,322	8,452,231	6,005,445
<b>Total ... ..</b>	<b>45,136,236</b>	<b>43,371,616</b>	<b>34,561,318</b>
<b>Grand Total ... ..</b>	<b>210,910,111</b>	<b>192,825,154</b>	<b>178,082,382</b>
<b>Ordinary Expenditure</b>			
Prince Yi Household ... ..	1,800,000	1,800,000	1,800,000
Government-General Offices ... ..	4,461,922	3,960,922	3,930,087
Justice & Prisons ... ..	7,639,862	7,088,076	6,957,131
Provincial Offices... ..	30,043,979	29,098,291	28,934,462
Education ... ..	2,502,179	2,072,028	1,287,518
Customs... ..	400,037	978,124	929,007
Monopolies ... ..	21,301,936	17,362,449	16,972,763
Afforestation... ..	4,566,857	3,921,350	2,768,156
Communications ... ..	11,937,206	11,369,571	11,023,837
Railways ... ..	43,006,718	41,813,789	42,165,062

(Continued)

Items	1927	1926	1925
	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>
National Debt Service ... ..	16,817,576	15,120,721	14,599,139
Reserves ... ..	2,500,000	2,500,000	2,500,000
Miscellaneous ... ..	3,502,078	3,243,515	3,000,010
<b>Total ... ..</b>	<b>150,879,909</b>	<b>140,338,836</b>	<b>136,867,730</b>
<b>Extraordinary Expenditure</b>			
Investigations & Examinations ... ..	535,195	462,530	467,164
Subsidies ... ..	15,500,666	15,301,094	14,273,997
Building & Repairs ... ..	4,527,591	3,322,219	2,737,484
Engineering Works ... ..	7,694,102	6,805,902	3,550,302
Railways ... ..	19,000,000	15,000,000	10,000,000
Arable Land Improvement ... ..	5,992,818	5,012,730	3,869,454
Protection of Koreans Abroad ... ..	925,949	760,849	730,349
Miscellaneous ... ..	5,853,881	5,820,994	5,615,402
<b>Total ... ..</b>	<b>60,030,202</b>	<b>52,486,318</b>	<b>41,214,652</b>
<b>Grand Total ... ..</b>	<b>210,910,111</b>	<b>194,487,914</b>	<b>178,082,382</b>

Note: Items for local police and sanitation do not appear in the list after 1921 and the reason is that control of both was transferred to the provincial offices in that year.

## Taxation

The principal taxes in Chosen were the land and household taxes, and these two supplied the bulk of the national revenue,

but not only was the incidence of them grossly unfair but the men in charge very often looked to their collection for personal profit, and there was practically no lawful standard for their assessment. Although a reliable land register upon which to base assessment was required of every district in the land, this, it seems, had never been fully compiled, and each year, as the time for tax-collection approached, cursory investigation was made as to the lands and persons liable to taxation and the amount to be levied. But in doing this the assessors usually resorted to making false reports from selfish motives, while on the part of the people every means was employed to evade the taxes, the result being that only a portion of the amount actually collected reached its final destination—the national treasury. From early times it was the rule for Koreans to pay their taxes in kind, but in 1894, when a reform was introduced in the government machinery, it was ordained that payment should be made in money. Nevertheless, this brought about no change in the popular desire for tax-dodging nor less of roguery practised by venal officials. Much the same condition prevailed in the household tax which formed another important item of the revenue.

Early in the protectorate régime, therefore, revised regulations for tax collection were issued, by which revenue officers were specially stationed at various important places and put under the immediate supervision of the Financial Department, and the land tax was extensively adjusted, reducing the classes of taxable lands to thirteen. Later, in 1909, land registers were prepared in order to make clear which lands were taxable and in whose possession they were, that the tax might be properly imposed, and evasion of it by deceitful people rendered impossible, and at the same time honest inquiry brought to light many "concealed lands" resulting in increase in revenue without adding a cent to the burden on the people.

After the annexation the policy adopted by the protectorate was still followed, that of essaying to maintain evenness of assessment and certainty of collection without burdening the people with undue levies, but as expenditure greatly increased through expansion in various government enterprises, more or less increase in general taxation was unavoidable, but this was always done in careful proportion to the economic capacity of the people themselves. As to tax-collecting organs, those revenue offices in existence were all abolished on the advent of the new administration in 1910, and all business pertaining to taxation was placed under the charge of local authorities.

Not long after the annexation the compilation of new cadastre books and maps was completed, and this made possible a more exact and equitable collection of the land tax in the country. In 1913, the custom of collecting the tax from tenant-farmers was discontinued, as it entailed a great deal of trouble and was quite unreasonable from the legal standpoint, and the landowners were held directly responsible for its payment. Meanwhile, a land survey of the entire country was undertaken, as being most essential for the proper assessment of lands as well as for definitely fixing their ownership, and the work being finished in 1918 the land tax was completely remodelled, and in lieu of levying the tax according to class and locality, a single rate was fixed at 1.3 per cent. of the land value. In 1922, revision was made in the land and urban land taxes, and both were increased through financial necessity, the revised rates being 1.7 per cent. of the land value for the former and 0.95 per cent. for the latter. The result of this reform was seen in the estimated income from the land tax for 1919 amounting to some 11,120,000 *yen*, and for 1926 to over 14,800,000 *yen*, that is 5% of the domestic taxes, placing it first in revenue items. Compared with the amount for the year 1911, it has increased more than twofold.

In 1921, consequent on the creation of a State monopoly in tobacco, the tobacco consumption tax became inoperative, but taking local conditions into account, the cultivation of tobacco for family use was permitted on certain terms, the licence for it being 80 *sen* a year, which, however, was raised to 160 *sen* in 1927. As to the liquor tax, the receipts from it were only 200,000 *yen* in 1909, the first year of its enforcement, but has now increased to the great amount of 10,000,000 *yen*, making them occupy a very important place in the annual account, while showing a tendency to further increment.

Household and house taxes existing from former times were transferred to the sole control of provincial offices in 1919 to help meet the expansion in local finance. Ship, fishing, salt and ginseng taxes were all abolished in 1920 because assessment of them involved much time and labour, while the receipts from them were very small. The mine-products tax was revised in 1918, and exemption from it was granted to important minerals, such as gold, silver, lead, and iron, in order to encourage their increased output. The mine-lots tax was also revised in 1921 so as to make it fall light on holders during a prospecting period, and was reduced to half the fixed amount for a period of three years following the grant of a mining permit.

While the old taxes were thus being adjusted, some new taxes were created, and the following are those introduced since the annexation:

A war-profits tax was levied on corporations and individuals obtaining large profits during the European War, but ceased to operate upon the signing of the peace treaty of Paris.

The registration fee was introduced in 1911 and applied to corporations only, but it was later revised to take in registration of immovables, ships, seamen, juridical persons, trade names, mining rights, and foundation mortgages.

The corporation income tax was introduced in August, 1916,



and in 1918, in conformity with the revised income tax law in Japan, the rate was raised by about 20 per cent. The different conditions in Chosen, however, demanded the issue of new regulations concerning this tax, and this was done in 1920. Though mainly based on the Japanese system, they include certain necessary exceptions, and companies engaging in the iron industry or working certain chartered mines are exempt from the tax.

The exchanges tax came into force in April, 1921. It is imposed on both Exchanges and bill-brokers, the rate being 10% of the brokerage charged by the former, and 0.05% of the contracted amount for the latter.

The sugar consumption tax was introduced in April, 1919, and at first was fixed at the rate of 50% of that in Japan, but in 1922, from financial necessity it was raised to the same level as in Japan, except on sugar-beet molasses. In the same year the Japanese stamp duty was enforced. It is levied in small amount on the preparation of deeds and books certifying the creation, transfer, or change of property right.

Receipts from domestic taxes and from *Yoktun* or leased State lands in recent fiscal years are given below:

Description	1926	1925	1924	1923
Land Tax... ..	14,807,762 <sup>Yen</sup>	14,703,335 <sup>Yen</sup>	14,353,513 <sup>Yen</sup>	14,398,271 <sup>Yen</sup>
Urban Land Tax ... ..	530,937	524,839	520,871	514,321
Income Tax ... ..	1,090,342	818,138	1,048,248	946,566
Exchanges Tax ... ..	217,999	333,037	414,999	503,526
Liquor Tax ... ..	9,427,882	8,300,970	8,252,182	7,650,274
Tobacco Cultivation Tax	277,165	359,102	390,042	414,220
Sugar Consumption Tax	2,515,844	2,361,230	3,080,019	1,438,872

Mining Tax ... ..	455,292	446,828	442,468	560,526
Bank of Chosen Note Emission Tax ... ..	246,143	372,671	402,178	359,272
<b>Total ... ..</b>	<b>29,579,189</b>	<b>28,246,230</b>	<b>28,904,320</b>	<b>27,034,848</b>
Income from <i>Yoktun</i> Lands	1,370,796	1,788,118	1,912,244	1,627,255

### Customs Tariff

At the time of annexation the Government announced that the existing tariff in Chosen would be left as it was for the next ten years. Early in 1912, however, the duty on goods for export to Japan and other countries was abolished with the exception of eight items, such as wheat, beans, cattle, hides, iron, etc., and even these were freed after April, 1919, while with regard to imported goods, coal, horses, and sheep were placed on the list of free imports, and certain goods requisite for the iron industry were also admitted free. In 1913, certain materials imported for use in manufacturing articles for export were made free of duty, more than ten such articles being specified, and that same year Custom Houses were established at various points on the frontier along the upper Yalu and the Tumen.

In August of 1920, the grace of ten years promised to foreign countries having expired, a new tariff system modelled on the one in Japan was enforced, and although it was the intention of the Government to annul the tariff between Japan and Chosen for promotion of their common economic interests, it was difficult to do so at once on the Korean side since the duty on Japanese goods to Chosen formed an important source

of revenue, so it was retained until April of 1923 when it was found possible to abolish it with some exceptions.

Receipts from Customs duties after the annexation generally showed increase, except in 1914 and 1915, the first year of the great European War, when they showed a decrease, and in 1919 amounted to as much as 16,870,000 *yen* in spite of the entire abolition of duty on Korean exports. Though in 1920 they dropped to 11,265,000 *yen* owing to the depression in trade, they again rose in 1921 to 16,309,000 *yen* and to 15,620,000 *yen* in 1922, or over four times the receipts at the time of annexation, when they amounted to only 3,600,000 *yen*. In 1923, they fell to 8,557,000 *yen* chiefly owing to the abolition of duty on many Japanese imports, but rose in 1924 to 9,211,000 *yen*, in 1925 to 10,781,000 *yen*, and in 1926 to 12,200,000 *yen*.

### Ginseng Monopoly

Ginseng, as a medical herb, is a very important product of Chosen. It has long been regarded in the Orient as a wonderful cure for many diseases, and Korean ginseng, especially that raised in the vicinity of Kaijo, the former capital, is considered the best ginseng in the world. Medical ginseng is obtained from the root of a plant carefully tended for six years, and according to the process of preparation is divided into two classes, red and white, the former enjoying greater public favour and fetching a high price as it is made from a "select" variety by an elaborate method. The chief customer for red ginseng is China where it is greatly prized and sells at a good profit, and for this reason it was made a Government monopoly, but in 1899 it fell into the hands of the Household Department and formed an item of the Crown property. At the end of 1907,

however, the Government regained control of it and placed it under the Finance Department, and in July, 1908, a ginseng monopoly law was enacted.

Unfortunately, during this time the annual production of ginseng suffered greatly from a fatal blight which visited the plants, so along with the reform made in the management of the monopoly every measure was taken to prevent the visitation of noxious insects, and after the annexation the Government specially encouraged its cultivation in designated districts by introducing many improved methods, as well as by providing funds at low interest. In October, 1920, a new ginseng monopoly law was published, superseding the old one, for the sake of more profitable management.

In spite of the increase in area devoted to its cultivation, the yield showed decrease each year owing to the time required for the production of mature roots. The total yield in 1908 was 15,000 *kin*, which dropped to 2,700 *kin* in 1910, while the prepared article in the latter year amounted to only 890 *kin*. But the encouragement given and the improvement effected began to tell, and steady increase in production was thereafter witnessed. The yearly production of prepared red ginseng is generally influenced by the demand for it in South China. The maximum amount is now fixed at 35,00 *kin*, which limit, however, may be exceeded or otherwise according to the tone of the Chinese market.

Year	Area	Raw Root	Prepared Product	Receipts
	<i>Tsches</i>	<i>Kin</i>	<i>Kin</i>	<i>Yen</i>
1911 ... ..	14,345	7,719	2,300	119,000
1920 ... ..	319,321	118,508	29,694	2,544,000
1921 ... ..	371,323	139,066	36,266	2,102,000
1922 ... ..	475,339	163,053	40,571	2,269,000

(Continued)

Year	Area	Raw Root	Prepared Product	Receipts
	<i>Dundo</i>	<i>K'm</i>	<i>K'm</i>	<i>Yen</i>
1923 ... ..	419,788	166,282	46,022	2,225,000
1924 ... ..	397,850	141,983	38,546	2,152,000
1925 ... ..	303,713	112,988	31,629	2,658,000
1926 ... ..	230,368	109,759	29,369	2,768,000

Note: A *K'm* is about 1.3 lb.

### Tobacco Monopoly

Smoking is universal among Koreans, irrespective of age or sex, so the cultivation of tobacco was engaged in all over the land to meet the large domestic demand for it. The former Korean Government sought to make tobacco a big item of revenue and issued a tobacco tax law in 1909, which, however, fell far short of the expectation formed of it. In 1914, a new tobacco tax was initiated by the present régime, and at the same time some limitation was made as to districts in which tobacco factories might be established.

The importance of a State monopoly in tobacco had long been recognized by the authorities, and though popular conditions did not admit of this so soon as desired the monopoly was at last instituted in the year 1921 with the following exceptions:

- 1 The manufacture of rough-cut tobacco was allowed as a private business, because if immediately prohibited many licencees would be deprived of their livelihood, and besides, the Government factories were not in a position to fill the public requirements.
- 2 Leaf tobacco was allowed sale by private dealers for the

time being for the good of people accustomed to smoke the leaf whole.

- 3 Private cultivation of tobacco was permitted to native farmers for their own use in view of the fact that there was a large number of them still licensed to enjoy the privilege.
- 4 To protect the monopoly no person is allowed to import tobacco in any form, except a limited quantity for private consumption of some particular kind other than those put on sale by the monopoly.
- 5 Surplus leaf tobacco may be exported by certain individuals, and the manufacture of tobacco for export is also allowed in a few specified places.

At the time the monopoly was introduced the production of tobacco much exceeded the demand for it. To regulate this over-supply reduction was made in the area given over to tobacco by refusing licence to those plantations marked by a poor crop. Since then the demand for rough-cut tobacco has been ever growing, calling for more plantations, and the number of cultivators for the monopoly has also increased.

Tobacco manufacture in Korea was undertaken for the first time in 1903 by the Korean-Japanese Tobacco Company, and at the time the monopoly was enforced there existed some thirty firms at work, the largest among them being the East Asia Tobacco Company which was able to supply nearly 80% of the home demand. The Government then bought out the existing companies, and manufacture of tobacco under the new system was started in July, 1921. The old premises taken over, however, were found too inadequately equipped for the work, and temporary improvement had to be effected before it could be fairly begun. Meantime, as the first step toward thorough reconstruction, decision was taken to build the most up-to-date factory possible in Taikyu. The building was started in 1922 and completed in 1923.

In the management of the factories, care is constantly taken to secure improvement in the quality of tobaccos manufactured, in the efficiency of the workers, and in sanitary arrangements. At present the Monopoly factories are situated in four centres, Keijo, Heijo, Taikyu, and Zenshu, and the number of hands employed in them is about 2,900 of whom 1,900 are males, including 70 foremen, and the rest females. For the protection and relief of the workers, a Mutual Aid Association was established in March, 1922, to give help in case of death, injury, illness, etc., and to provide a bonus for retiring workers. Another association has been organized among themselves with the object of supplying their daily wants on moderate terms.

All business connected with the sale of tobacco is conducted at branch or sub-branch offices in the districts, and these sell direct to appointed wholesale dealers, 60 in number, who in turn distribute to the licensed retail dealers, numbering over 68,000, throughout the country. The Monopoly sells leaf-tobacco and a variety of cigarettes and cut-tobacco manufactured in its factories. Foreign tobaccos and some high-grade Japanese cut-tobacco are also sold by it.

**Table of Monopoly Receipts for 1926**

Description	Income
Monopoly Cigarettes & Cut-tobacco ... ..	27,683,000 <sup>Yen</sup>
„ Leaf-tobacco ... ..	929,000
Japanese Cut-tobacco & Cigarettes ... ..	10,400
Foreign Tobaccos ... ..	123,000

## Salt Manufacture

Not many years ago the manufacture of salt in Chosen was chiefly by means of forced evaporation, but the great consumption of fuel made the cost of production too high for the native salt to compete with the cheap Chinese import. In 1907, the Korean Government established an experimental salt field at Shuan near Jinsen for evaporation by means of the sun's heat. The result was so encouraging that it was decided to make the manufacture a government undertaking, and a plan was framed for making salterns.

After the annexation the work was continued, and in 1912, the construction of salterns covering 88 *chobu* at Shuan and of another larger set of 770 *chobu* at Kworyo Bay near Chinnampo was completed. Later on enlargement of these two salterns was started, and their total area reached over 1,200 *chobu* in 1920.

The annual production of these salterns being estimated at no more than 120,000,000 *kin* or about one-fourth of the domestic needs, the Government planned the establishment of more salterns covering 2,600 *chobu* along the coasts of the three provinces of Keiki, South Heian, and North Heian within seven years from 1920, and of these new areas, 1,240 *chobu* are already completed.

The amount of production is on the increase year by year, though the basins are not yet ripe enough to yield their maximum capacity. Up to the year 1921 good table-salt had to be imported from Japan and elsewhere, but in that year a refinery was set up at Shuan to prepare an article of superior quality, and the market for its output proving very favourable, the capacity of the plant was enlarged in 1922. The following figures roughly show the progress in recent years in comparison with 1911.



	1926	1925	1924	1923	1922	1921	1911
Production ...	<sup>1,000 Yen</sup> 155,000	85,000	108,000	67,000	75,000	93,000	4,500
Income ...	<sup>1,000 Yen</sup> 1,310	1,190	1,050	610	860	1,116	800

Note: The decrease in 1922 was due to the many wet days, and that in 1923 to a tidal wave severely damaging the pans at Kworyo Bay.

### National Debt

Prior to 1905, notwithstanding the exhaustion of financial resources, the old Korean Government had never floated a public loan, nor had the Treasury itself any credit on which to do so, even had such been considered. How to rescue the country from its imminent bankruptcy was a burning question, and the authorities at last realized there was no other alternative than to resort to a national loan, so in that year, on the suggestion of Baron Megata, eminent Japanese financier, exchequer bonds for 2,000,000 *yen* were floated in Tokyo and the proceeds appropriated to balancing the deficit in the annual account. With this as a beginning, loans were successively raised to obtain funds for various plans and enterprises specially demanded at the time, and the total of these loans amounted to some 32,000,000 *yen* in all, of which 1,500,000 *yen* was advanced by the Japanese Government free of interest, and the rest at a low rate of interest by various banks. Moreover, from 1908 onward, loans totalling 13,000,000 *yen* were advanced by the Japanese Government for unlimited periods, and free of interest, to meet the increase in the cost of administration. On the other hand, a public loan service was established to make adjustment of all

these obligations, and on the eve of annexation in 1910 the net balance of the national debt stood at 45,590,000 *yen*.

As a natural sequel to the annexation, the redemption of the loans made by the Tokyo Government became unnecessary, and the total debt to be borne by the Chosen Administration was thus reduced to 21,000,000 *yen*. As the annual revenue of the peninsula, however, was still inadequate to meet the expenditure on various new continuous undertakings, recourse to public loans became unavoidable, and the maximum amount of national bonds issuable by the country was fixed at 56,000,000 *yen*, but the imperative need of providing for expansion in public enterprises necessitated increase in the amount each year, especially since 1918, and in 1919 it was fixed at 119,000,000 *yen* and in 1925 at 283,000,000 *yen*. The outstanding debts of the country now amount to 298,610,000 *yen*.

### Banking

Banking on a modern system was first introduced into Chosen in 1878 when the Dai Ichi Ginko of Tokyo established a branch office at Fusan. Later on the Juhachi Ginko of Nagasaki opened branches at Jinsen and Gensan, chiefly to transact business in exchange for the benefit of Japanese residents in the country. After the Chino-Japanese War the Japanese banks mentioned above extended their activity by opening branches in Keijo and other centres, while two native banks, the Chon-il (later renamed the Korean Commercial) and the Hansong, came into being in Keijo.

In 1920 the Dai Ichi Ginko was authorized to issue bank-notes for circulation within Chosen by virtue of an agreement entered into with the Government, and in 1905, on the recom-

mentation of the Japanese financial adviser, was entrusted with the handling of State money and the adjustment of the currency, and recognition was given to the unlimited circulation of its banknotes. Next, a joint warehouse company and a note association were formed in Keijo under Government patronage, the former to facilitate the movement of merchandise and the latter, transactions on credit among merchants. In 1906, to promote economic development in the provinces, agricultural and industrial banks were formed in several of the principal towns, the Government taking shares in them or granting them loans free of interest, and the same year a third native bank called the Han-il was founded in Keijo. In 1907, as auxiliary monetary organs, credit associations were organized in different localities to accommodate small farmers with necessary funds on easy terms and to look after their interests in many other ways, and each of the associations was granted by the Government a permanent fund and a subsidy toward running expenses. These associations, ten in number at first, have multiplied year by year, and there are now as many as 547 of them throughout the entire country with a membership of 446,000 and an aggregate invested capital of 9,927,000 *yen*, including 3,417,000 *yen* granted by the Government.

In 1906, the Oriental Development Company was established by arrangement between the Japanese and the Korean Governments with the specific object of encouraging exploitation of the national resources of Chosen by supplying funds and other facilities for that purpose. A joint-stock enterprise with a capital of 10,000,000 *yen*, now increased fivefold, and empowered to issue debentures to the extent of ten times its paid-up capital, it has its head office in Tokyo and branches in various parts of Chosen and Manchuria. The Company has been engaged from the beginning in many productive enterprises in co-operation with the Government, and has rendered useful service in

the transformation and improvement of Korean agriculture, though at times it has exposed itself to severe criticism.

In 1909 the Bank of Korea was founded in Keijo as a *de jure* central institution capitalized at 10,000,000 *yen*, and to it was transferred all the functions belonging to a central bank hitherto performed by the Dai Ichi Ginko. After the annexation the Bank was renamed the Bank of Chosen, Chosen being the ancient name of the country and restored to use under the new régime, and branches were opened by it one after another in important places. Nor was its sphere of activity confined to the peninsula, for many branches were opened in Manchuria where it enjoyed free circulation of its notes, and stepping still farther afield, it even entered North China and East Siberia, ending in a great deal more business being done by it in these outside fields than in Chosen itself. The Bank also made loans to China according to the Government policy, and opened an agency in New York with the view of facilitating exchange operations and of utilizing the American money market in the interests of Chosen and Manchuria. Stimulated by the steady expansion of its business, the Bank increased its capital to 40,000,000 *yen* in 1918 and to 80,000,000 *yen* in 1920, while recognition was given to increase in its maximum limit of note-issue as occasion demanded; but owing to the continued business depression the Bank suffered severe losses and was compelled in 1925 to reduce its capital by one-half.

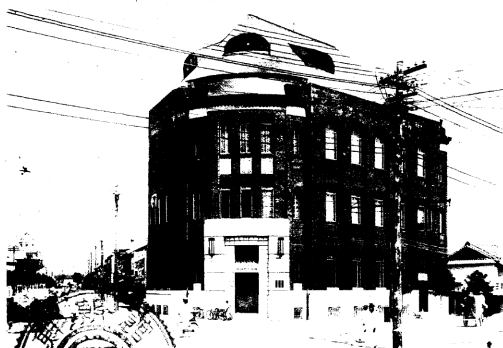
In former times, when there was wide financial disparity between the Japanese and the Koreans, different rules were followed in the establishment of a new bank in Chosen according to whether it was Japanese or Korean. But their business relations becoming ever closer and closer it was thought advisable to make the rules identical, that co-operation by both peoples might be the more facilitated, so the regulations relating to banks were revised and unified in 1912.

Since then, encouraged by the economic growth of the people in general, and especially influenced by the war-time boom,

many local banks have been established in the country. During this time, however, the agricultural and industrial banks in existence, though possessed of numerous branches, were found much too weak to cope with the increasing demand for funds, their capital all told being only 2,600,000 *yen*, so in 1918 they were all combined and merged into the Industrial Bank of Chosen under special government protection, with a capital of 10,000,000 *yen*, which has since been trebled.

The banking organs have thus made systematic development and are aiding in the economic and financial activities of the peninsula. Besides these various establishments, private organs for monetary circulation, such as mutual credit societies and trust businesses, have grown up of late in many quarters and are actively at work. The table below shows the general condition of the business done by the various banks having their head office in Chosen during recent years compared with 1910.

Description	1926	1925	1924	1923	1922	1921	1910
Banks . . . .	18	18	19	22	22	22	11
Branches . . . .	133	136	136	137	137	126	59
Capital Subscribed	1,000 Yen 102,275	1,000 Yen 102,275	1,000 Yen 143,475	1,000 Yen 143,475	1,000 Yen 144,350	1,000 Yen 144,350	1,000 Yen 12,550
Capital Paid-up .	59,375	58,650	34,150	84,000	34,650	83,423	7,080
Government Shares	1,963	1,963	3,462	3,463	3,463	3,463	434
Loans by Government . . . .	2,825	2,838	2,848	2,857	2,857	2,865	2,634
Reserve Fund .	8,035	7,024	16,771	15,473	14,145	12,531	366
Debentures Issued	144,837	135,976	118,800	100,250	82,550	49,550	960
Deposits . . . .	193,092	217,597	275,878	216,520	153,521	171,891	18,555
Loans . . . .	372,195	429,361	409,300	395,287	301,394	307,290	37,912
Net Profit . . .	5,687	4,592	7,665	7,476	9,541	10,901	—



Chosen Commercial Bank, Keijo



Chosen Industrial Bank, Keijo

As for bank-notes in Chosen, they were first issued by the Dai Ichi Ginko in 1902. Three years later the note was acknowledged as legal tender and given free circulation in the peninsula, but, on its foundation in 1909, this privilege of note-issue was turned over to the Bank of Chosen. After 1911 the bank-note was allowed free circulation in Kwantung Province and the South Manchuria Railway Zone, replacing the Yokohama Specie Bank notes which had been circulating in these districts. In and after 1918 the maximum amount of note-issue against securities and of excess issue was very considerably raised.

At present the currency of Chosen is practically the same as that of Japan, the only difference being that the Bank of Chosen notes take the place of the Bank of Japan notes. The Bank of Chosen notes are issued against gold coin, gold and silver bullion, and Bank of Japan notes, and also against bonds and commercial papers of a reliable nature. The amount of money in circulation, which was only 29,000,000 *yen* at the time of annexation, has increased each year as shown below :

1918...	¥104,000,000—¥ 93,000,000	Bank of Chosen Notes
1919...	¥134,000,000—¥121,000,000	" " " "
1920...	¥ 98,000,000—¥ 85,000,000	" " " "
1921...	¥110,000,000—¥101,000,000	" " " "
1922...	¥ 81,000,000—¥ 71,000,000	" " " "
1923...	¥ 90,000,000—¥ 68,000,000	" " " "
1924...	¥ 96,000,000—¥ 87,000,000	" " " "
1925...	¥ 84,000,000—¥ 74,000,000	" " " "
1926...	¥ 84,000,000—¥ 76,000,000	" " " "

## Trade

Chosen has a favourable position commercially in the Far East.

Surrounded, as it were, by Japan to the east, Manchuria and Siberia to the north, and China to the west, its trade can be pushed with advantage in any direction it pleases, once the country is developed enough to do so. Prior to annexation the total trade amounted to something like 50,000,000 *yen*, but after that it steadily expanded along with the development of traffic services and banking facilities, and especially during the European War was expansion made to meet the greater demand for Korean products abroad, including agricultural, marine, mining, and even manufactured articles.

The import trade in foodstuffs, textiles, and other daily utilities has made constant increase, though not at quite so rapid a rate as the export. After the outbreak of the Great War it suffered a slight depression for a time, but soon recovered owing to the general growth of enterprises promoted by the influx of Japanese funds, as well as to the improved purchasing power of the people, and not only daily necessities but building and other industrial materials were imported in large volume. On the whole, however, it may be said that the exports consisted of raw materials and the imports of manufactured articles.

Nothing tells of the economic power of the country more eloquently than the trade figures. In 1911, the year following the annexation, the total amount of trade reached 72,000,000 *yen*, the export trade accounting for 18,000,000 *yen* and the import 54,000,000 *yen*, but it had risen in 1919 to as much as 505,000,000 *yen*, of which 221,940,000 *yen* was in export and 283,080,000 *yen* in import, showing respectively 12 and 5 times the figures for the year 1911. In 1920 the post-war depression set in and the total fell considerably. But in 1921 it began to revive, and in 1926 reached 735,000,000 *yen*, showing increase by some 18 times in export, 6 times in import, and 10 times in total over the trade of 1911.



Year	Export To			Import From		
	Foreign Countries	Japan	Total	Foreign Countries	Japan	Total
1926 . . .	1,000 Yen 24,779	1,000 Yen 338,175	1,000 Yen 362,954	1,000 Yen 123,933	1,000 Yen 248,235	1,000 Yen 372,169
1925 . . .	24,341	317,288	341,630	105,388	234,623	340,011
1924 . . .	22,379	306,660	329,031	97,776	211,817	309,593
1923 . . .	20,403	241,262	261,665	98,338	167,452	265,790
1922 . . .	17,489	197,915	215,404	95,798	160,247	256,045
1921 . . .	20,884	197,393	218,277	75,898	156,483	232,381
1920 . . .	27,639	169,881	197,020	106,174	143,112	249,286
1919 . . .	22,098	199,849	221,947	98,153	184,918	283,076
1918 . . .	18,697	137,205	155,902	43,151	117,273	160,424
1917 . . .	20,236	64,726	84,962	81,396	72,696	104,092
1916 . . .	14,854	42,964	57,818	22,675	52,459	75,134
1915 . . .	9,319	40,901	50,220	18,159	41,535	59,694
1914 . . .	6,448	28,587	35,035	24,647	39,047	63,694
1913 . . .	5,921	25,314	31,235	31,618	40,429	72,047
1912 . . .	5,616	15,369	20,985	26,359	40,756	67,115

As seen from the foregoing figures, excess of imports was more or less the rule every year until 1923 owing to the import of building materials, machinery, and other articles especially needed for the exploitation of the peninsula. However, this unfavourable balance of trade, though perhaps unavoidable in a country passing through a period of transition, could not be allowed to take its own course or it would eventually paralyze the economic activity of the country, so efforts were concentrated on making increase in exports, and encouragement was given to such enterprises as were deemed conducive to the attainment

of that end. In consequence, things began to take a favourable turn, and the excess of import showed a tendency to decrease. Although great excess of imports again appeared in the years 1919, 1920, and 1922, this can be regarded rather as an exception, and there are indications that the balance of trade is reverting to normality.

The trade of Chosen covers a wide sphere of activity, embracing the principal countries of the world. Japan, having by far the largest interests in the peninsula, heads the list with 93% of the export and 67% of the import, making 80% of the total. The order of comparative importance of foreign countries concerned in the trade is: China and Russia for export, and China, the United States, and England for import.

Countries	Export			Import		
	1926	1925	1924	1926	1925	1924
Japan . .	1,000 Yen 338,175	1,000 Yen 317,288	1,000 Yen 306,660	1,000 Yen 143,235	1,000 Yen 234,623	1,000 Yen 211,817
China . .	23,597	23,415	21,399	92,312	83,361	73,010
Asiatic Russia	122	168	218	870	921	1,000
India . .	82	10	1	5,952	245	448
Dutch Indies	94	84	49	4,542	4,573	4,300
United States	172	168	126	6,635	9,399	11,448
England .	12	2	11	5,732	5,142	5,491
French Indo- China .	128	135	17	3,718	71	577

### Prices and Wages

The price of commodities in Chosen has gradually risen since

1916, and the average index-number of staples in Keijo in October, 1918, reached as high as 245 against 100 in July, 1914. Though the conclusion of the Armistice treaty in November, 1918, caused a heavy fall in the price of special war-time goods, rice and other commodities still maintained a strong tone in the market and the index-number of prices in Keijo rose to 265 in February, 1919, and finally reached the peak at 367 in March, 1920. But it was not long before the reaction of the post-war boom came upon the market, and the consequent slump in the price of staples was indicated by their index-number which dropped to 207 in the year following. In 1924 it began to rise again and reached 252 in 1925 but fell to 233 in 1926, though of the 30 staples only 4—*mintai* (fish), salt, paper, and coal—rose in price, the others suffering a fall, which in the case of red beans and cotton was as much as 30 per cent.

Regarding wages in Chosen, a big advance was made in 1918 and again in 1919 on account of the prevailing boom in business and the high cost of living, coupled with the shortage of labour. Though the average rate did not keep pace with the rise in prices, yet, as one result of the labour movement in Japan gaining influence after the War, it still made a steep ascent and reached the record point in May, 1920, with the index-figure of 300 against 100 in July, 1914, but taking a downward tendency due to the over-supply of labour it gradually dropped to 222 in 1925 and to 219 in 1926, notwithstanding the fact that prices still maintained their high level.

# PRODUCTION AND INDUSTRY

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## Agriculture

Chosen is essentially an agricultural country, eighty per cent. of the entire population being engaged in agricultural pursuits of one kind or another. A mountainous country, like Japan, with few large plains, there is yet enough arable land not only to feed the people but also to permit of the export of a good part of its produce. Moreover, the soil, though not very fertile, is still fertile enough to support a thriving economic community if properly attended to ; hence the vital importance of agricultural improvement to the welfare of Korean life, yet the great majority of the people, keeping to their old method of husbandry, paid little or no attention to this point, and it was only after the protectorate régime was established that the need for it received any serious consideration. Since then, and more especially since annexation, the utmost efforts have been put forth by the Government for the modernization of the Korean agricultural system. As the country is prominently mountainous and has to support a large and growing population, though one not half so dense as that of Japan, it naturally follows that the "intensive" method should be pursued to the extreme, and that to get as much as possible from a limited space through the application of scientific methods must be a guiding principle for Korean agriculture.

Keeping this in view the authorities set to work toward agricultural transformation of the country, and one of the initial measures was the establishment of Model Farms. During many

years, at these institutions, most of which are situated in the outskirts of country towns, experts had been conducting scientific experiments in farming, sericulture, horticulture, and stock-farming, and the results of their work were made the basis of the Government production policy as far as technique was concerned, whilst individual farmers and planters already look to these experts for guidance in the conduct of their business.

The Model Farm at Suigen was founded as a central organ in 1906 by the Residency-General, and it has branches in several of the provinces. The Farm enjoys an ideal site for an institution of such a nature and has an extensive tract of land appropriated to its use. It has been engaged from the outset in all lines of experiment and investigation of agricultural interest, and has contributed a great deal toward the promotion of agricultural development in the country.

Various local organizations formerly existed in the country, having as their object monetary accommodation and co-operative undertaking of agricultural enterprises. These numbered over 500 with more than three million members, but as a whole they lacked unity and solidity and were often the source of evil, so to bring them under uniform and efficient management and thereby conduce to the general development of the agricultural industry, regulations framed on those in force in the homeland were issued and enforced in March, 1926. They provided for the formation of Agricultural Associations in all towns and districts, and at the same time all kindred organizations, except those for live-stock, were ordered to merge themselves into the newly-formed associations.

According to the latest returns, the total area of arable land in Chosen is about 4,530,000 *chobu*, of which one-third is occupied by paddy fields and the rest by dry fields. This represents about 20 per cent. of the entire area of the country, and averages 1.64 *chobu* per farmer. In the southern half of the country the

area of paddy fields equals that of dry fields, while in the northern half the area of paddy fields to that of dry fields is 1 to 5.

Though the area of uncultivated lands is not completely ascertained, those alongside rivers are estimated at about 74,000 *chobu*, those along the beach about 207,000 *chobu*, and those on the lower slopes of mountains at about 800,000 *chobu*. Since most of these lands are State-owned, regulations relating to their utilization were promulgated as early as 1907, by virtue of which such as belong to the State may be leased to those desiring to reclaim them; they also provide that they may be transferred gratis or under easy purchase terms to successful cultivators on expiration of their leases.

Until recently Chosen had scarcely any system of irrigation. In her more palmy days there existed irrigating ponds and dams in large number, but so consistently were they neglected during her era of maladministration that most of them disappeared or turned into deserted swamps. Since the entry of the Japanese into the Korean agricultural field, irrigation systems on an extensive scale have been initiated in various localities, and with the extension of reclamation works many a tract of land hitherto lying idle has been brought under cultivation. Thus, up to the present about 30 per cent. of the total area of paddy fields or about 438,000 *chobu* has been provided with irrigation arrangements. The remaining 70 per cent. depends entirely upon the rainfall, and even in a successful year produces only half the yield obtainable from well-conditioned land. This fact accounts for the encouragement of irrigation works being vigorously pursued.

In July, 1917, new regulations relating to irrigation associations were promulgated for the better conduct of irrigation, drainage, reclamation of waste land, etc. As many of them, however, found it difficult to do without financial aid, special regulations were issued in 1919 for subsidizing their works. Later on, under the revised regulations issued in 1920, the subsidies for land-improving

enterprises were augmented, the amount ranging from 20 to 30 per cent. of the cost according to the kind of work to be done, and at the close of the fiscal year 1926 the number of associations actually in working order was 71, operating over an area of 88,500 *chobu*, while 12 others were actively engaged in construction works designed to serve an area of over 46,200 *chobu*, the total expenditure on all these enterprises at the end of the same year amounting to over 81,920,000 *yen*. There still remain many tracts of land marked out for improvement, covering an area of 222,000 *chobu*.

Irrigation appeals to the common interest of agriculturists and visibly illustrates the facilities afforded by irrigation associations, so the Government has always encouraged their formation, but owing to the impossibility of their being in a position to serve the whole of the arable land in any immediate future it has had to permit of the existence of private undertakings. Since these works affect people in various economic ways, it is provided that official permission must be obtained before starting work, and the number of applications so far granted is 431, covering an area of 15,730 *chobu*.

One of the great difficulties now facing Japan is that the demand for and supply of provisions in Japan have lately ceased to maintain an easy course by sheer reason of over-population. To meet the situation, the authorities have been tireless in encouraging increased production of rice and other cereals in Chosen, with the result that the total volume of Korean rice exported in 1926 was nearly six times that exported in 1910, the first year of the present régime. This increase was largely due to improvement in the varieties grown and in the method of cultivation and fertilization.

Inasmuch as there is still plenty of room in Chosen to admit of increase in the yield of rice, the Government drew up a fifteen-year programme in 1920 aiming at the improvement of some 400,000 *chobu* of undeveloped lands at an estimated cost of 120,000,000 *yen*, of which 48,000,000 *yen* was earmarked as subsidies

for individual enterprises in that direction. To carry out the scheme, a Land Improvement Office was formed in the Industrial Bureau with an adequate staff of men to take exclusive charge of the work, and experts were detailed to the provinces to conduct basic investigation of those lands convertible into rich paddy fields by means of irrigation and reclamation, so that the scope and scale of work on each of them could be properly determined. In the space of six years, that is, by the end of 1925, the area actually improved reached but one-fourth of the estimated total, so to accelerate the progress of this all-important undertaking a revision of the programme was made. The revised programme, to be executed in 12 years from 1926 onward, covering an area of 350,000 *chobu*, concerns itself with the improvement of that area and the method of its cultivation so as to secure increased production of rice, and the amount needed to effect this improvement is estimated at 350,000,000 *yen* including government subsidies to a total of 65,000,000 *yen*.

When this programme is fully executed the production of rice will be increased by a minimum of 8,200,000 *koku* in volume, of which half at least will be available for export, thus doubling the present amount exported. Such a result, it is confidently expected, will greatly help in solving the food-supply problem in Japan and as greatly enrich the economic life of Chosen.

Along with advance in the production of rice, official inspection of rice destined for export became necessary, so that transactions in it might be creditably conducted, and in 1915, regulations for the purpose were promulgated, but these were revised in 1917 and again in 1921, by virtue of which the standard of the inspection system was raised and exportation of rice of inferior quality prohibited. Regulations relating to soja-beans were also enforced in the same manner. In this way the quality of the rice and beans produced in Chosen has been markedly improved, and they now enjoy high credit in the Japanese market.



## Agricultural Production

Agriculture in Chosen has of late developed so appreciably that the total value of the crops in 1926 amounted to 1,300,000,000 *yen*, of which 284,000,000 *yen* was exported, mostly to Japan, forming 80 per cent. of the total value of the export trade, and these items, when compared with 1910, the year of annexation, show a fivefold advance in the former and more than a twentyfold one in the latter. As in most other countries, by far the largest part of the arable land in Chosen is devoted to the growing of grain and pulse, of which the principal are rice, barley, wheat, soja-bean and millet.

Rice is the most important of all agricultural products. Its annual production, after having provided for all domestic needs, furnishes the largest and an ever-growing item in the export trade. In 1910 the area of rice-fields amounted to 1,350,000 *chobu*, yielding a crop of 10,400,000 *koku*, rising in 1926 to 1,588,000 *chobu* and yielding 15,300,000 *koku*, its export during the same period making even greater increase from 798,000 *koku* to 5,780,000 *koku*. Such progress was made possible by the improvement introduced in the method of cultivation, in the selection of seeds and manure, and in irrigation and reclamation.

Barley and wheat are chiefly cultivated for home consumption. They are all autumn grown, and in the southern provinces, where irrigation works are common, are often raised in the paddy fields after the rice is harvested. As the result of encouragement of their cultivation, coupled with improvement in the use of economical fertilizers and prevention of the presence of noxious insects, the area thus made to yield two staple crops a year increased from 126,900 *chobu* in 1912 to 230,000 *chobu* in 1926. Further, taking the country as a whole, the area under both grew from 857,000 *chobu*, producing the total crop of 6,200,000 *koku* in 1910, to 1,257,000 *chobu* yielding 19,590,000 *koku* in 1926.

The soja-bean ranks next to rice in importance as an article of export. Though, owing to reckless methods of preparation, such as drying and assorting, the bean was at one time unable to gain any extensive outside market, it is now in high esteem in the home market through the adoption of measures for thorough improvement in quality. The destination of its export is mostly Japan, as in the case of rice, where it is used not only for food but also for chemical industrial purposes. In 1926 the area under the bean was 800,000 *chobu* producing 4,350,000 *koku*, while its export reached 1,400,000 *koku* valued at 25,000,000 *yen*, representing an increase of six times in area, seven times in yield, and five times in value of export as compared with the year 1910.

Cotton has been cultivated in Chosen from very early times, yet until quite recently the production was barely sufficient to cover domestic needs. It was only through the efforts of the authorities that real progress was witnessed in this important branch of agriculture. In 1906 a cotton-plantation was started in Mokpo to carry on the tentative cultivation of American cotton. The superiority of it over the native species being fully demonstrated, its cultivation was assiduously encouraged in the south, the result being that the area under it advanced from 1,200 *chobu* producing 660,000 *kin* in 1910 to 150,700 *chobu* yielding 118,260,000 *kin* in 1926. Thus, plantations under cotton of both native and foreign origin throughout the peninsula advanced from 60,000 *chobu* yielding 21,000,000 *kin* in 1910 to 215,900 *chobu* yielding as much as 162,080,000 *kin* in 1926. Along with increase in production, export of it is also on the steady growth. This is very welcome since Japan is badly in need of cotton for her ever-extending textile industry.

As for the sugar-beet, experimental planting of it was started in 1906. Having obtained satisfactory results, its cultivation has since been encouraged with the aid of subsidies for distribution

of improved seeds. Experiments carried on by experts for a number of years prove that Heijo and district are best suited for the growing of sugar-beet, and the area under it in 1926 reached 550 *choku* with a production amounting to 6,243,000 *kin*. In 1920 a sugar factory was established at Heijo by the Japan Sugar Manufacturing Company as a pioneer plant of its kind in the country.

Fruit-growing in Chosen has a bright future owing to the specially favourable climatic conditions of the land, but the native species usually grown are not of particularly good taste and flavour, so improved species have been extensively introduced and distributed. To this pursuit the Model Farm near Keijo, was exclusively devoted, though experiments in the same line were carried on in other places, and the apple, pear, and grape-vine were found to be most promising. So encouraging were the results obtained by those interested that many orchards have sprung up in the various districts served by the railways, and Korean fruit has now become an important item of export with an increasing demand for it in Japan and elsewhere, with the result that its annual production has increased nearly tenfold.

### Sericulture

Sericulture in Chosen is a family industry, and, for the most part, is carried on as a side-line. The Korean climate and soil are highly favourable for the raising of silkworms, but not much progress was ever made in this line, as the species reared were of inferior kinds, while the method of rearing them was very primitive and the cultivation of mulberry trees, on whose leaves they feed, received little if any attention. The Government since 1910 has employed every appropriate means to secure thorough

improvement in both quality and quantity of cocoons, and regulations were issued in 1919 to provide for the examination of egg-cards, prevention of diseases, care of mulberry seedlings, etc., and institutions necessary for the encouragement of this profitable business were established in the provinces. The result of all these efforts is already evident in the greatly advanced condition of the industry. The number of families engaging in sericulture in 1910 was calculated at 76,000 and the volume of cocoons gathered at 14,000 *koku*, but in 1926 the figures were 543,300 families and 317,000 *koku*, while the volume of cocoons exported to Japan increased to 95,000 *koku* valued at 7,320,000 *yen*.

Reeling was formerly done at home by means of simple implements and for home consumption only, but of late years the development in sericulture has induced the use of modern machines, and reeling-mills now number 18 with an aggregate yearly output of raw silk amounting to 94,000 *kwan* valued at 9,570,000 *yen*, all intended for export. On the other hand, hand-reeling is still quite common in the country and employs 130,000 families turning out a total production of 48,000 *kwan* valued at 2,500,000 *yen*.

### Stock-farming

Cattle, raised everywhere in the peninsula, are indispensable to Korean farm-life, for they supply the greater part of the labour required on a farm. Korean cattle are generally of hardy constitution and gentle disposition, while their flesh is very palatable, so they are highly valued as a source of both labour and food. Of late, in consideration of the greater demand for them in Japan as well as in Manchuria and Siberia, various means have been employed by the authorities to help on develop-

ment in cattle breeding, for which the land offers many advantages, and with such good effect that cattle advanced in numbers from 700,000 at the end of 1910 to over 1,600,000 at the end of 1926, while the number exported increased from about 20,000 to nearly 50,000.

In wide contrast to the cattle, the native horse is very small and poor, averaging less than four feet in height. With the object of making a new variety most suited to the Korean climate, the authorities are now trying cross-breeding between Mongolian mares and Japanese stallions, and the work is chiefly carried on at the horse-farm at Rankoku in Kogen and Yuki in North Kankyo.

Sheep were almost unknown in Chosen, though goats were kept by some people, but in 1914 a sheep-pasturage was established at Sempo, Kogen Province, and sheep to stock it were imported from Mongolia. Since 1919, cross-breeding between Mongolian sheep and breeds of foreign origin has also been carried on there, while to encourage private enterprises a good number of sheep have been distributed among stock-farmers. In 1924 the pasturage was combined with the Rankoku stud-farm in the same province from economical considerations. Judging from the experience so far gained, sheep-breeding in Chosen seems to have some prospects before it.

As for pigs and poultry, their improvement has been fostered by import from Japan of superior breeds, and at the end of 1926 the former totalled 1,200,000 and the latter 6,000,000, both nearly double the number kept at the time of annexation.

Cow-hides constitute one of the principal exports. Korean cattle furnish an excellent hide because of its large size and fine grain. The only drawbacks to its credit lie in the manner of peeling and drying, and in the presence of abrasions caused by rough treatment, but the adoption of new methods of preparation since 1911, together with the prevention of saddle-gall, has led to great progress in the art of preparing the hide for tanning,

and at the present time the total output of cow-hides amounts to over 5,000,000 *kin*, of which 60 per cent. is quite free from blemish. The tallow, bones, gristle, and hair, formerly thrown away as refuse, are also being increasingly utilized.

### Forestry

There is no nation in the world which prospers without paying due regard to forestry. In spite of this self-evident truth, the forests in Chosen were long left untended or abandoned, so that good forests, chiefly found in remote mountainous regions, now occupy only one-third of the total area of forest lands covering more than half the entire peninsula, and the remaining two-thirds is but thinly wooded or entirely denuded. Even those forests still standing and left to take their own course show signs of decay with increasing age, while on the other hand the demand for timber for building material, fuel, pulp, etc., is growing greater each year, so the Government is doing all in its power to secure their permanent conservation and cultivation, besides trying to prevent the reckless deforestation long resorted to by the people at large.

Throughout the country many varieties of plants belonging to both *temperate and frigid zones* are present owing to the wide difference in climate and soil between the north and south. For instance, in the basins of the northern rivers, the spruce, birch, larch, etc., are to be found, and in those of the central and southern part the red and black pine, oak, alder, bamboo, etc. The Korean flora is exceedingly rich in varieties, and the fact that there are as many as 700 of them shows how favoured the land is by nature for afforestation on the very widest scale.

Formerly no system existed in Chosen for the care and



Lumber Forest on the Upper Yalu



Felling trees in a forest on the Upper Yalu

afforested up to 1926 reaching 7,500 *chobu* and the number of seedlings planted 31,090,000.

Afforestation under private management has also made rapid progress of late years, and the aggregate number of young trees planted up to 1926 amounted to 186,540,000 over an area of 68,600 *chobu*. Among those engaging in the work on a large scale may be mentioned the Oriental Development Company, Mitsui, Sumitomo, Yamashita, Z. Handa, K. Tagi, Katakura, Nakamuragumi, etc.

In connection with the model farms mentioned, 3 public nurseries or seedling plantations were started in 1907, and more being formed each year they numbered 60 by the end of 1926. The principal seedlings raised at these places are the pine, oak, chestnut, poplar, larch, etc., and at first distribution was made gratis to people interested. In 1926 those maintained at national expense covered 56 *chobu* in area, raising about 800,000 seedlings, and those at local expense 132 *chobu*, raising over 14,221,000 seedlings, while private undertakings accounted for over 257,947,000 seedlings covering an area of 1,300 *chobu*. Besides, every possible opportunity was seized by the authorities to arouse the interest of the people in afforestation, and to cultivate in them a love for trees. Schools were provided with lands on which to plant trees, and the 3rd of April, anniversary of the death of the first Emperor of Japan, was fixed upon as Arbor Day, on which day universal plantation is encouraged. Thanks to all these measures, many mountains and hills once bald and dreary-looking have begun to present a refreshing greenness.

On the other hand, scientific examination and investigation of forest plants being necessary for the improvement of forestry on a sound basis, work along that line carried on since 1913 was much enlarged in scope and more experts were engaged, and in 1922 an experimental forestry station was established in a suburb of Keijo to take charge of the work in a more systematic way.



Among the few forest districts spared the ravages of wholesale deforestation, the most important is the one along the upper reaches of the Yalu and Tumen Rivers on the frontier. The first systematic exploitation of it began in 1906 when a joint institution by the Japanese and Korean Governments with a capital of 1,200,000 *yen* was formed for the purpose. This was the origin of the Forestry Station at Shingishu which, together with a similar joint enterprise of Japanese and Chinese on the other side of the Yalu, forms one of the largest suppliers of timber in this part of the world. The Station is provided with nurseries of its own, so that as trees are felled new ones may be planted in their stead. The timber felled is mostly rafted down to the lumber yard at Shingishu, where it is sawn and sold, the profit from the undertaking going to the treasury.

### Fishery

Girdled on three sides by water, with a coast-line measuring more than 10,000 miles, Chosen is favourably situated for the development of her fishery. Especially are her waters full of life owing to the presence of innumerable islands and indentations of the coast, as well as to the great influence of both warm and cold currents washing her shores, and the principal varieties of fish already known number some 80. But these natural advantages were almost wasted on the native fishermen who knew but little of modern methods of fishing. Since the establishment of the present régime, improvements have been introduced into fishing boats, gear, and methods, and encouragement given in various forms for the enhancement of marine production, so that the value of catches, which was only 8,000,000 *yen* at the time of annexation, rose to 90,350,000 *yen* in 1926, and that of prepared

aquatic products during the same period increased from 2,650,000 to 34,000,000 *yen*.

The first law for fishery was published in 1909, and was replaced with a new law in 1912, providing for the security of exclusive fishing rights over a certain area of water, the prohibition of certain acts prejudicial to fishing in protected areas, the granting of permits to applicants according to custom as far as possible, and the prevention of individual monopolization of any fishing ground. The law was accompanied by regulations for the protection and control of fishery, placing some restrictions on the manner, season, and place of fishing, prohibiting trawling within specified zones in Korean seas, and limiting the number of whaling boats and diving apparatus. Steps were also taken to suppress the Chinese poachers appearing on the western coast, thus rendering their visits far less frequent than formerly.

The first aquatic investigation was undertaken by the authorities in 1912 with regard to distribution of Korean fish, their movements, reproduction, and season of visits, suitability of methods employed in catching them, preparation of salted and dried fish for export, and artificial culture of certain kinds of fish and sea-weeds, and in 1922 a central organ called the Fisheries Experimental Station was established at Fusan in order to carry on the work more systematically. These and other efforts toward improvement of the fishing industry in the country have already been productive of good results. Nothing, however, has contributed more to the recent progress of Korean fishery than the increased immigration of skilled Japanese fishermen, by whom the native fishermen have been taught to engage in deep sea fishing—a new profitable venture for the Koreans, their activity having up to then been confined to off-shore and inland waters.

With a view to promoting common interests among local fishing communities, regulations were promulgated in 1912 author-



Cybiun	...	...	...	...	...	1,470,000	<i>yen</i>
Plaice	...	...	...	...	...	1,467,000	,,
Hair-tail	...	...	...	...	...	1,400,000	,,
Shrimp	...	...	...	...	...	1,345,000	,,
Yellow-tail	...	...	...	...	...	1,325,000	,,
Horse-mackerel	...	...	...	...	...	1,154,000	,,
<i>Wakame</i> ( seaweed )	...	...	...	...	...	1,086,000	,,
Laver	...	...	...	...	...	2,184,000	,,

## Mining

The Korean peninsula is rich in minerals of various kinds, but this natural wealth, like a hidden treasure, remained untouched for a long time, and when touched at last it was mostly by foreign hands. Foreign mining activity in the peninsula dates back to the year 1896 when an American citizen named James R. Morse took the initiative in securing a concession covering Unsan Mine, and the example being followed by people of his own and other nationalities, most of the gold mines at the beginning of the present century were in the possession of foreign concessionaires.

But the mining administration in those days was in bad shape. While mines were nominally under the Government, concessions were often freely granted by the Imperial Court. In some cases a concession given at one time was revoked at another and wantonly bestowed on another party, and even the imposition of taxes depended upon the caprice of the authorities. So, following on the establishment of the protectorate régime, a mining law was promulgated in July, 1906, and the mining administration in the country became unified and consolidated. Though the law continued in force after annexation, it was soon found that

it was not in accord with the changed times, and the present mining law was framed and enforced in 1916. The new law ordained that a mining right could only be granted to Japanese citizens or to corporations created under the Japanese law, and the minerals subject to its provisions were increased in number from 17 to 29. With regard to mining permits, the principle was adopted, except for certain reserved localities, of awarding them according to priority of application filed with the authorities, and the mining right being treated in the same manner as real estate it had to be confirmed by legal registration. The use and expropriation of land necessary for mining purposes were then determined, while other provisions were made to meet several other mining conditions. At the same time the mining right already secured by foreigners under the old régime was strictly respected and was made valid and heritable by other foreign individuals or corporations having their head office in Chosen. Toward the end of 1921 revision was made in the existing law so as to extend the scope of mining claims.

Of Korean mineral products, gold occupies the most important place, and the most noted gold mine in the country is Unsan Mine operated by an American syndicate called the Oriental Consolidated Mining Company. Next to it come Shojo Mine worked by Frenchmen, Suian Mine by Englishmen, and Shokusan Mine by Japanese and Americans.

Formerly the mining industry in Chosen was conducted in a primitive way except where certain foreigners were concerned, so the Government tried to induce Japanese mining firms to invest funds in Chosen and start undertakings, but it was not until after the annexation that Japanese began to play an important rôle in the Korean mining field. In fact, their activity dates only from the year 1911 when some Japanese capitalists, who had held back on account of the unsettled state of the peninsula, at last entered the arena, and the gold fields, so far known, being already

occupied by men of other nationalities, turned their attention to other directions, principally iron and coal. Chief among the enterprises thus initiated may be mentioned the smelting plant of the Kuhara Mining Company at Chinnampo, the ore-dressing factory of the Japan Mineral Company at Roryoshin, and the iron foundry of the Mitsubishi Iron Company at Kenjiho.

Nearly every kind of useful mineral, except sulphur, petroleum, and asphalt, is to be found in plenty within the country, especially gold, iron, anthracite, and graphite. During the European War the mining boom in the country was such as was never experienced before, but the post-bellum economic situation caused considerable reduction in the demand for Korean mineral products, and led to the closing down of mines in rapid succession, with consequent decrease in the output of minerals. However, prices and wages, both soaring high while the rush was on, have lately shown a tendency to drop, and this naturally reacting on the cost of production, the mining business in Chosen has again taken on a forward movement. In the following table is given the production in value of the principal minerals in recent years as compared with that at the time of annexation.

Mineral	1926	1925	1924	1921	1910
	Yen	Yen	Yen	Yen	Yen
Pig Iron, . . . . .	5,958,940	5,386,469	5,565,710	4,819,843	---
Coal . . . . .	4,992,699	4,548,525	2,961,247	3,192,282	388,781
Gold . . . . .	7,485,811	5,692,727	4,550,439	2,992,021	3,744,957
Iron Ore . . . . .	2,120,148	2,199,778	2,141,941	1,716,170	421,462
Concentrates . . . . .	96,602	44,884	1,734,179	1,489,182	246,631
Gold & Silver Ore . . . . .	1,063,274	1,180,685	874,294	587,412	262,092
Placer Gold . . . . .	48,345	395,802	421,790	359,260	821,609
Graphite . . . . .	353,323	361,816	277,142	208,902	153,477

(Continued)

Mineral	1926	1925	1924	1921	1910
Silver . . . . .	65,493	99,205	76,525	4,775	6,555
Blister Copper . . .	507,192	292,454	—	17,986	—
Zinc . . . . .	80,274	24,757	32,867	4,798	—
Lead . . . . .	765,985	257,122	—	—	—
Arsenic . . . . .	—	84,371	147,540	—	—
Others . . . . .	321,143	306,339	392,779	374,617	21,488
<b>Total . . . . .</b>	<b>2,4129,728</b>	<b>20,876,954</b>	<b>19,176,462</b>	<b>15,537,225</b>	<b>6,067,952</b>

### Commerce and Manufacture

From olden times it has been customary among the Koreans to sell and buy at markets periodically held in various important towns, and even to-day the greater part of the internal trade is carried on in this manner. A market is, as a rule, opened every fifth or sixth day, and on that day people come together from far and near to get their supplies of food, clothing materials, cattle, and other necessities of life. Such markets at present number more than 1,300 throughout the country, and their annual transactions amount to over 156,000,000 yen. Though in recent years shops have become quite the fashion in the larger towns, the markets still constitute an important element in Korean commercial life, and some of them have a national fame, like the medicine market in Taikyu and the cattle market in Suigen.

This system of trade, which was undoubtedly called into being by necessity, has of course its own merits and demerits, and when properly regulated and protected contributes much to local economy. So in September, 1914, regulations for markets were finally published, providing in detail for their formation, management, and supervision. But things are running their course, and with the growing influence of modern shops the market system is gradually giving way to a more advanced form of doing business.

Spot markets, so-called, carrying on transactions by description or by showing samples, are held daily, and are subject to strict Government control. Up to the end of 1926 permission had been given for the establishment of two in Keijo and one each in eight other centres, or 10 in all, of which the one incorporated in Keijo deals in securities, the others in grain only.

Among the measures taken toward improvement in the commercial and industrial systems in the country may be mentioned the enforcement in 1911 of specific regulations for business companies, subjecting all to licence by the authorities, thereby preventing the establishment of illegal or bubble corporations. Owing, however, to the advance made in the economic power and idea of the people at large, these regulations were abolished in 1920, that more freedom might be enjoyed by those starting companies, joint-stock or otherwise, except exchanges and insurance companies, both of which being of a different nature from other undertakings were left subject to the old provisions. Many companies have since come into existence with the general growth of industry, and at the end of 1926 those having their main offices in Chosen numbered over 1,200, showing a remarkable advance since the annexation when there were only 150 of them. Classified according to the object for which they were founded they make the following showing.



	1926	1925	1920	1911
Agriculture & Forestry .	64	66	49	12
Commerce . . . . .	446	441	157	76
Manufacture . . . . .	304	279	135	27
Fishery . . . . .	25	23	23	1
Mining . . . . .	11	10	7	1
Banking . . . . .	103	99	44	19
Transportation . . . .	113	105	81	19
Gas & Electricity . . .	47	43	20	7
Others . . . . .	143	123	28	—
<b>Total . . . . .</b>	<b>1,276</b>	<b>1,189</b>	<b>544</b>	<b>152</b>

In order to portray to the general public the business condition of Chosen and to stimulate her development industrially, a commercial museum was established in Keijo in 1912, and later on a museum of local products in every province. For the same purpose exhibitions were often held in Keijo and elsewhere, and exhibitions in Japan were also made use of by exhibiting Korean products in them to as great an extent as possible. In 1925, regulations for Chambers of Commerce were issued, whereby separate chambers for Japanese and Koreans were no longer allowed, and only one with a joint membership of both peoples was permitted to exist in any one centre. These organs now number 9, all situated in the principal towns.

Another important factor to which the commercial development in the peninsula is directly indebted, was the standardising of weights and measures. As they had for long no definite standard, entailing a great deal of trouble and uncertainty in

business life, a radical reform was at last introduced in September, 1909, making their units and denominations identical with those current in Japan, though it was not until 1912 that the entire country was brought into line with the system. Further, following in the wake of the homeland, which adopted the metric system in 1924, it was decided to enforce it in Chosen also from the year 1926.

Commerce in Chosen after the annexation started on a new career, especially during the European War, though it received a set-back in 1920 owing to the post-war reaction. In the following table is given a general idea of the recent commercial development in the country.

	Value of Exports	Value of Imports	Value of Bills Cleared
	1,000 Yen	1,000 Yen	1,000 Yen
1926 . . . . .	362,954	372,169	1,091,779
1925 . . . . .	341,630	340,011	975,208
1924 . . . . .	329,039	309,592	999,110
1920 . . . . .	191,958	238,956	849,293
1910 . . . . .	19,913	29,782	20,439

The Koreans of old were excellent artists and workers in weaving, ceramics, and metal casting, and that these arts once attained a high degree of development is evidenced by the many excellent works still left, chiefly in the form of domestic industry. On the advent of the present régime, therefore, efforts were put forth to revive these ancient arts, as well as to introduce modern mechanical arts, and one of the first steps taken to that end was the establishment in Keijo of an up-to-date technical school in 1909, followed by the erection of a Central Laboratory in 1912 for the exclusive conduct of scientific experiments in connexion with all branches of Korean manufacturing industry.

The manufacturing industry, though still in its infancy, has made such advance since 1916, being favourably influenced by the European situation, that the total value of manufactured articles amounted to over 344,720,000 *yen* in 1926, this being about twenty times as large as that for 1911, in which year they were valued at 15,645,000 *yen*. Chosen holds out promise for great development in manufactures, as she has a large supply of material and labour—two factors most favourable to the expansion of industrial interests—so that with sufficient capital and the equipment of modern factories Chosen can hardly fail to become an important industrial country.

Except for some few run by Japanese and foreigners, factories on modern lines were practically non-existent in Chosen prior to the European War, but the abnormal conditions induced by that great event quickly brought about a change, and in 1926 the number of factories and workshops, only 150 employing 8,200 hands in 1910, increased to 4,300 employing about 83,000 hands, while those capitalized at 500,000 *yen* or more numbered 67.

The most important manufactures are (1) cotton, hemp, and silk tissues, the total value of their output increasing from 5,000,000 *yen* in 1911 to over 31,800,000 *yen* in 1926, though the demand for them is still largely met by import, this also advancing from 12,000,000 to 62,000,000 *yen* during the same period. While the larger part of the raw cotton is still exported to Japan, owing to the absence of skilled workers and capital, cotton manufacturing was started on a large and systematic scale by the Chosen Spinning Co. at Fusan in 1922; (2) paper, production of which increased from 382,000 *yen* in 1911 to 2,820,000 *yen* in 1926, is mostly of home and hand make. Of late years the demand for foreign papers has grown considerably, the total value imported rising from 800,000 *yen* in 1911 to 5,200,000 *yen* in 1926; (3) ceramics, for which the Onoda Cement Co. started a branch establishment in Heijo in 1919, followed later on by the

Japan Pottery Co. at Fusan, has a yearly output valued at about 10,817,000 *yen*; (4) *saké*, the demand for which is increasing with the growth of the Japanese population in this country, increased in production from 740,000 *yen* in 1911 to 5,620,000 *yen* in 1926 while import from Japan still amounted to 1,200,000 *yen*; (5) iron-wares, formerly consisting of crude articles for daily use, are now being produced on a larger scale to the yearly amount of over 14,000,000 *yen*, but the annual import still averages ten million *yen*; (6) leather, this industry, though with an output of only a million *yen*, looks very promising, several tanyards having been established in the country, the chief among them being the one at Yeitoho; (7) sugar, the manufacture of this article was started in Heijo by the Japan Sugar Co. in 1920, and the output of it amounted in value to 7,880,000 *yen* in 1926; (8) wangle matting, a Korean speciality made of wangle, gives promise even as an article of export, the output in 1926 being 1,900,000 *yen*; flour, vegetable oils, and rubber goods with an output of seven, five and three million *yen* respectively, are also worthy of notice as being among the country's profitable enterprises.

# EDUCATION

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## Introductory

Korean education of old centred in the study of Confucianism, and had as its ultimate goal the making of public servants. Pupils first entered the *Sohltang*, or private common school, found in every town and village, and there they were taught to read and write Chinese ideographs. For a more advanced course, they went to the *Han-gyo*, or public higher school established in every district, after which they proceeded to the Sekin-kan at Keijo, the highest seat of learning in the country. Graduates from this institution sat for the civil service examination, and successful candidates were eligible for official positions for all time. This system prospered for centuries, but on the abolition of it in 1894 these old schools continued in name only with the exception of the *Sohltang*, which still carried on as before. In 1895 the Korean Government, following the advice and example of Japan, introduced a new educational system, and founded elementary schools throughout the country as well as a few higher schools in Keijo, but these failed to bring about gratifying results owing to insufficiency of the right men for teaching and management. About this time there came into being many private schools, most of which were maintained by foreign Christian missionaries as part of their mission work, and by the year 1905 the number of such schools had increased considerably.

On the advent of the protectorate régime in 1906 steps were taken to reform the existing system, laying particular stress upon elementary education, and this was mainly effected through the

agency of Japanese educationists. After annexation, public education in the country was established on modern lines in conformity with the principles set forth in the Imperial Rescript on Education, and year by year new schools were started to keep pace with the increased desire of Koreans in general for education. While the system in Chosen is similar to that in Japan, the difference in language and customs of the two peoples has necessitated division of the schools into two kinds, as far as elementary instruction is concerned, one for Koreans and the other for Japanese. However, the course of study, qualification of graduates, and connexion with higher schools are now quite the same in both cases. At present, as educational organs, elementary and secondary, for Koreans there are common schools, higher common schools, and girls' higher common schools, and for Japanese, primary schools, middle schools, and girls' high schools. For the co-education of both races there are industrial schools, normal schools, and professional schools.

After the government re-organization in 1919 great efforts were put forth for the spread of fuller education, and greater proficiency and efficiency on the part of educationists was encouraged. For this purpose, teachers of elementary schools were called to attend periodic courses held in Keijo or elsewhere, or sent to Japan on tours of observation, and teachers of higher schools were sent to Japan to specialize in their own studies, or ordered abroad to make inquiry into occidental educational conditions. For the supply of secondary school instructors promising candidates are sent to Japan for proper training, while a number of scholars are yearly sent abroad for further study, preparatory to a professorship in the university or other high institution in this land.

As already alluded to, in an old school for Korean children nothing but Chinese writing and classics was taught, and pupils derived from them little practical knowledge of daily life, where-

as in founding modern schools these subjects were given much less importance, and new subjects, such as arithmetic, geography, the Japanese language, etc., were included in the curriculum. Koreans at first objected to the comparative neglect of their time-honoured studies, and above all regarded with a great deal of suspicion the teaching of Japanese, which was made too much of in their eyes, believing it was being forced on their children in order to supplant their own language, and thus destroy their national characteristics in the long run. This misconception prevailed widely among the people, and great difficulty was encountered in enrolling pupils, despite the fact that tuition and text-books were all free. Thanks, however, to the earnest, and patient efforts of the authorities to remove all misgivings, the people gradually came to the realization of their true motives, and pupils began to seek modern education in ever-increasing number.

### **Reforms in Educational System**

Following on the annexation an educational ordinance and its pertinent regulations were promulgated in 1911 to secure a sound educational system for Chosen. These were framed very simply and were practical in scope to meet the mental and social conditions of the people at the time. But the passage of ten years wrought so remarkable a change in every aspect of Korean life that the system fell far behind the actual needs of the country. Consequently, in 1920 a special committee was organized to study what reforms could be made in the system in force, and by it definite plans for reform were evolved in 1921, and these served as the basis for the formation of a new educational ordinance which was issued in 1922. By the new ordinance not only were more educational facilities provided but the

educational standard of Koreans was raised, on the principle that they should be afforded equal opportunity under one and the same system as the Japanese.

Elementary education in the country is not compulsory as it is in Japan. Though it is still given in institutions separately established for Koreans and Japanese, the rules governing them with reference to period of study, entrance qualification, subjects of study, hours of instruction per week, etc., are essentially the same, the only points of difference being :

- 1 The Korean language is made an obligatory subject for a school for Koreans, while it is optional in a school for Japanese.
- 2 The teaching of Korean history and geography is particularly emphasized in a school for Koreans.
- 3 Different text-books may be used in view of the difference in language and customs of the two peoples. For instance, a school for Japanese children may use text books compiled by the Educational Department in Japan, and a school for Korean children may use those compiled by the Chosen Administration.
- 4 The period of study in a Korean common school is six years as a rule, though it may be shortened to five or four under special conditions. A higher or supplementary course of two years may be attached to this school.
- 5 A public primary school for Japanese is founded and maintained by a School Association, and a public common school for Koreans by the School Expenditure Body of a municipality or district.

In drawing up the scheme for common education, the establishment of separate schools for Koreans and Japanese was maintained, but the new ordinance provides for converse admission by the two schools of children in certain circumstances, so that Korean pupils may be admitted to a public school for



Japanese, and *vice versa*. This method was already in vogue in a measure as a matter of expediency, and at present no small number of Korean pupils are availing themselves of this provision.

The cultivation of a national and individual character is of paramount importance for any people, so the new régime demands in the education of the young that they shall be taught to respect the ancient virtues and traditions, to develop a sound and loyal spirit, and above all, to cherish the idea of brotherhood and service, whilst aspiring to gain mastery of the Japanese language for their own good.

### Private Schools

For the governing of private schools for Koreans special regulations were issued in 1911 and revised in 1915, but in 1920 further revision was made, by which all former restrictions were removed save for the inclusion of morals and the national language as compulsory subjects in all private schools, and freedom was given them to include religious instruction in their curricula. Again in March, 1922, the regulations were revised in part by striking out certain conditions for recognition of teachers in private schools that their engagement might be more facilitated, and at the same time a private school of secondary or higher grade was required to be incorporated as a juridical person so as to guarantee its proper maintenance. With the enforcement of the new educational ordinance and its by-laws in April, 1922, all accredited schools in existence were made subject to the new conditions, but private high institutions unable at once to fulfil the government requirements in regard to equipment and finance were allowed to work for a time under the old regulations.

## Koreans Studying in Japan

In 1920, new regulations for Korean students in Japan were made public, thereby giving more freedom and encouragement to those going there to pursue their studies. At present they number about 1,000, the majority of whom are found in Tokyo. Those sent by the Government, however, are comparatively few, numbering little more than 80. These are generally chosen from among candidates finishing a secondary school course in Chosen or already studying in Japan at their own expense. As a matter of course, these students are not only supplied with necessary funds by the Government during the period they are in the colleges to which they have been sent, but on graduation they are offered positions in official or educational circles. In 1922 some revision was made in the provisions so that the number of such students might be increased.

## Text Books

Concurrent with the formation of the special educational committee, another committee was specially organized late in 1920 to deal with the question of text books for schools in Chosen. This committee met early in 1921, and after full discussion of measures to be taken for revision of the text books based on the proposition submitted by the authorities, reported on the following resolutions:

- 1 A sub-committee shall be appointed to determine the use of the Japanese and Korean syllabaries, the writing side by side of Japanese and Korean, and the Korean translation in the text books.
- 2 Materials for text books shall be selected to suit the temperament and taste of the pupils.

- 3 Text books on morals shall be so compiled as to lay greater stress on examples than on precepts.

Accordingly, a sub-committee was appointed for each item of inquiry, and for the writing of the Korean syllabary ten eminent scholars were specially chosen and entrusted with the task. It may be mentioned in explanation that Korean writing had never been brought under a uniform method, and although it was systematized for school use in 1912 it still presented much calling for both study and improvement, hence the importance of appointing the above committee. In this way, compilation of the revised text books was undertaken in the hope of their being brought up to date in response to the needs of the times.

The total number of all text books required prior to the year 1919 was no more than a million, but, increasing very rapidly with the annual growth in school attendance, it reached over 2,660,000 in 1921, and 4,460,000 in 1923, after which, however, the demand being affected by the hard times, it fell to 2,788,000 in 1926.

### Elementary and Secondary Education

Establishment of common schools for Koreans was started in 1906, the first year of the protectorate régime, and by the year 1910 they numbered 100 altogether, including 40 private schools of good standing. After annexation, their number increased annually by leaps and bounds, and the year 1919 saw a total of 482 throughout the land. As they were mostly situated in the towns, common education in rural districts spread but slowly, and to remedy this shortcoming, a plan was formed to augment these organs in the course of four years from 1919 at the rate of at least one school to every three villages, and in 1922

there were about 900 public common schools distributed in the provinces, thus doubling the number for 1919. Provision was made for further increase as far as means would allow, and the number reached over 1,300 in 1926.

The first public school for primary education of Japanese in Chosen was founded at Fusan as early as 1877 under the name of Kyoritsu Gakko, and this was followed by the establishment of similar schools in Keijo and a dozen other towns in which Japanese were more or less numerous. The number of schools grew rapidly after the introduction of the protectorate régime until it reached 54 in 1908. At the beginning of the present régime some 120 schools were in existence, but the steady increase in them brought their number to as many as 450 in the year 1926.

For the secondary education of Korean boys there were in 1925 two public higher common schools in Keijo and one or more in each of the provinces, the total being fifteen. Of these, two were established before the annexation, and the remainder all date from the year 1916 onward. Besides these, nine similar schools were maintained by individuals or juridical persons, and for the secondary education of Korean girls there were two government and nine private schools.

As secondary educational organs for Japanese boys and girls there are now eleven middle schools and twenty-two girl's high schools in Keijo and other towns. All the secondary schools, either Korean or Japanese, stand for general culture, and their period of study is five years for boys and four years for girls.

### **Industrial and Professional Education**

Industrial education in Chosen is still young in career. Since

the annexation, however, the authorities, paying ever greater regard to this branch of Korean education, have done much toward diffusion of it by making increase and improvement in industrial schools, and as nothing was more essential than the cultivation of the habit of industry and economy among the Koreans, whose mentality was generally averse from business and labour, the work of these schools was so arranged that the practical and not the theoretical side of it received foremost attention. This arrangement was strongly accentuated in agricultural schools, and though at the beginning pupils, as well as their fathers, showed much distaste at the insistence on actual training, they gradually became reconciled to it under the personal guidance of their teachers, and came to realize that there is dignity in manual labour.

In 1926 the industrial schools comprised 19 agricultural, 2 sericultural, 15 commercial, 1 commercial-technical, 4 fishery, and 27 elementary industrial, all maintained as public institutions except for three private commercial ones. In addition there were an agricultural-forestry school in Kiri and a polytechnic school in Keijo maintained at State expense.

For higher vocational education in Chosen it was provided by law that schools for the purpose should have a course of three or four years, admit those over 16 years of age graduating from a higher common school or having scholarship of equal standard, and give instruction in advanced arts and sciences, but this was not acted upon at the time owing to the backward condition of the people at large. Later on, in 1915, when secondary education was somewhat more general, these regulations came into force. The revision in the educational system in 1922 necessitated also the introduction of reform in the organization of government higher schools, and this was done on the principle of making them equal to those in Japan itself. At present there are five such schools, all in or near Keijo. In addition, there

are five private institutions of high standing maintained, with one exception, by foreign Christian missions.

Keijo Law College, formerly called the Law School, was under the control of the Korean Government, having as its object the training of judicial officials. In 1911 it was reorganized and in 1916 raised to its present status. It aims at giving special instruction in law and economics.

Keijo Medical College was first established in the days of the Korean Government as a department of the government hospital, and in 1910 was transferred to the hands of the present administration. In 1916 it was raised to its present status, and has in view the training of men in modern medical knowledge and ability.

Keijo Higher Technical School has as its object the turning-out of high-grade experts and managers for the industrial development of Chosen. It was founded in 1905 by the former Korean Government, and came under Japanese control in 1910. In 1916 it was raised to its present status, the courses offered being weaving, applied chemistry, civil engineering, architecture, and mining.

Suigen Higher Agricultural-Dendrological School gives a special education in agriculture and forestry. The school was originally attached to the Model Farm at Suigen and was opened in 1906. After the annexation great improvement was made in its organization, and in 1918 it was raised to its present status, the work being divided into two courses, agricultural and dendrological.

Keijo Higher Commercial School had its origin in the Keijo branch of the Oriental Association School founded in 1907, becoming independent of the mother institution in Tokyo ten years later, with the special object of turning out men of affairs needed for the business development of this country. In 1921 the institution was reorganized under its present name, and in 1922 was transferred to the Government.



Provincial Normal School, Keijo



Public School for Korean Children in Jushodo, Keijo

Schools	May, 1926		May, 1919		May, 1911	
	Schools	Students	Schools	Students	Schools	Students
Primary School ... ..	453	57,723	380	42,811	128	15,509
Common School ... ..	1,342	441,582	482	89,288	172	20,121
Middle School... ..	11	5,032	5	2,010	1	205
Higher Common School ...	24	10,185	12	3,156	5	819
Girls' High School ... ..	22	6,008	11	1,905	3	515
Girls' Higher Common School	11	2,022	6	687	2	394
Normal School ... ..	14	2,373	—	—	—	—
Industrial School ... ..	48	8,128	25	2,843	20	961
Elementary Industrial School	29	1,553	73	1,650	3	93
Professional School ... ..	10	1,877	8	901	5	409
University Preparatory School	1	323	—	—	—	—
University ... ..	1	150	—	—	—	—
Unrecognized School ... ..	682	75,100	749	39,247	1,667	71,763
<b>Total ... ..</b>	<b>2,648</b>	<b>612,061</b>	<b>1,786</b>	<b>184,498</b>	<b>2,006</b>	<b>110,789</b>
Kindergarten ... ..	94	5,949	21	1,367	6	606

Besides these, the *sohtang*, old-fashioned native schools principally teaching the Chinese classics and brush-writing, still exist in large number throughout the country, but in inverse ratio to the growing influence of modern public education they are becoming fewer every year.

### Spread of Japanese Language

After the annexation the universal use of the Japanese language



was particularly emphasized, and Korean common schools were required to allot 9 to 12 hours a week to the language and also to make fair use of it in teaching other subjects, while higher schools were encouraged to use it as the ordinary medium for giving instruction in addition to making it one of the subjects of study. Night schools and classes for the teaching of Japanese to young men in the country were also formed in large number. Fortunately, the marked aptitude of Koreans for linguistic study, and the general interest in it shown by the people, have greatly aided the work. The proportion of Koreans more or less conversant with the language to the entire population was 7 per 1,000 in 1913; 33 in 1922; and 57 in 1926.

### **Encouragement of Korean Language**

It goes without saying that knowledge of the Korean language is very useful for Japanese in dealing with Koreans, since in many cases grievous misapprehension arises chiefly from the lack of knowledge of Korean on the part of the Japanese, so the Government has specially encouraged Japanese officials in constant touch with the people to learn the language, and in 1921 introduced the system of giving extra pay to those proving themselves versed in it. To qualify for this privilege the candidate must pass an examination held every year, and the number of successful candidates so far is over 2,700 all told, of whom some have been certified proficient without examination.

### **Education of Koreans beyond the Frontier**

Koreans living beyond the frontier now exceed a million and

are largely found in communities of their own on the Chinese side of the Yalu and Tumen, in South Ussuri, and alongside the Chinese Eastern Railway in Manchuria. In olden times Koreans were prohibited by the Government from crossing the two rivers mentioned, so as to avoid all occasion for trouble and confusion on the frontier, and anyone doing so was condemned to death by the "across river" law.

Fifty years ago the enforcement of this ban became lax by degrees, and the people took advantage of this to go over the frontier in increasing numbers. Although these emigrants were honest peasants in general, they had very few chances of enjoying the benefits of civilization as they usually settled down in out-of-the-way regions, and their life in general was one of great hardship and insecurity owing to the presence of Chinese bandits and vagabond Koreans. So the Government decided to make provision for their protection as well as for their enlightenment.

In July, 1908, the Government founded a common school in Yongjung, Chientao, as the first of its kind for the education of Koreans in the borderlands. This was followed, after annexation, by the erection of similar schools in several important places, and to them volunteer teachers were sent, free text-books supplied, and subventions granted to the amount of 190,000 *yen* in the year 1926.

### Art Exhibition

Korean arts, though they show a brilliant record in the Koryo Era, began to decline in late years owing to the baneful effects of misgovernment, and toward the end of the Yi Era they fell into a most miserable condition. In recent years, however, signs of revival have presented themselves along with the progress of general culture in the peninsula.

The authorities perceiving this new tendency, drew up a plan for encouraging the advancement of Korean arts, and in January, 1922, issued regulations providing for an art exhibition to be held once a year, the exhibits to be pictures of the oriental and western schools, sculptures, and calligraphs, and the judging committee to be composed of noted connoisseurs, both Japanese and Korean. The first exhibition was held in Keijo in June following, the objects on view numbering 217, attracting 2,800 visitors, and succeeding exhibitions were equally successful, the last one in May, 1926, showing 310 exhibits visited by over 3,600 art-lovers. Each time medals or certificates of merit were awarded to those works showing special skill.

### Investigation in Historic Remains

The investigation of Korean historic remains was set on foot in 1909, and is still carried on under the present régime. The first stage being completed by the year 1915, its results were duly published, but as the work was confined to only a few of the many historic remains in existence, a five-year programme was next introduced for a similar undertaking to be carried on throughout the entire land, and this was begun in September, 1916, and completed in March, 1921, during which time all sorts of ruins and antiquities representing the civilization of their own period were fully examined. Each year the reports sent in were published, and in illustration of them eight elaborate albums have already been compiled. In this way the most important and interesting relics in Chosen have been made known to the world, but there being still more to be done along this line a thirteen-year programme from 1921 onward was then formulated.

In July, 1921, regulations were issued for the preservation of

historic ruins and relics, requiring entry to be made of all those decidedly worthy of preservation in a register, new discoveries to be reported without delay, and official sanction to be obtained for their removal, repair, or disposal, and the number finding place in the register so far totals 385, while those put in repair and maintained at national expense or by government aid number 120, comprising tombs, mounds, monuments, edifices, pavilions, storeyed-gates, stone images, etc.

The Kreaan arts originally developed with Buddhism as their incentive. It is a fact that in the palmy days of Korean Buddhism various styles of architecture came into being, and not a few of the buildings remaining are now found very valuable as material for the study of ancient oriental arts. Even so, most of them were being allowed to fall into decay, so the Government arranged to have them properly cared for.

The Museum in which many treasures of ancient art are preserved, stands in the grounds of Keifuku or North Palace, Keijo. It was established at the time of the Products Exhibition held in 1915 to commemorate the fifth anniversary of the present régime, and was thrown open to the general public in December of that year. The exhibits are classified according as they are illustrative of the institutions, customs and manners, literature, religions, and arts of ancient Korea, and they now number some 9,900, including fine specimens of Japanese, Chinese, and Indian work.

Visitors to the Museum during 1926 numbered 60,000, including 2,000 foreigners, averaging 5,000 a month.

# SHRINES AND RELIGION

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## Shrines

The deification of her illustrious dead and erection of shrines to their memory have for ages been the custom of Japan, and the services held before them are treated by the Government as absolutely distinct from those of a purely religious nature. In August, 1915, regulations were promulgated relating to shrines to be established in Chosen and prescribing the form of the services to be observed, and at the end of 1926 there were 42 principal shrines with 36 officiating priests appointed to them—to say nothing of those of a lower order. The greatest of these is the Chosen Shrine, now completed on the heights of Nan-san, Keijo, at which Ama-terasu O-mikami, the grand ancestress of the Imperial family, and the late Emperor Meiji, who founded modern Japan, are venerated as national guardian deities. Apart from these, the Koreans have eleven places sacred, according to their ancient custom, to the founders and most distinguished members of their own native dynasties.

## Religion of Ancient or Native Origin

The entry of Buddhism into Chosen, according to Korean tradition, was about 370 A. D. It was originally introduced from China by a priest bringing with him a Buddhist image and the sacred books, and flourished greatly during the period of

Silla and Koryu under the patronage of each dynasty. The religion, however, was subjected to great persecution on the rise of the Yi Dynasty, when the building of temples was prohibited, the number of priests limited, and members of good families forbidden to enter the priesthood. At last it fell into disrepute and lost its hold on the populace, its priests were treated as no better than mere mendicants, and its temples and monasteries, many of which offered the best examples of ancient Korean architecture, were left in ruins or allowed to decay. Such was the decline of Buddhism which played a most significant rôle in the development of Korean culture, but this state of affairs ceased to continue after the annexation, for in September, 1911, a new religious ordinance was promulgated, removing former restrictions, giving freedom of propagation, protection to temples, and raising the status of the priesthood. Thus the cult began to revive after lying at a very low ebb for hundreds of years. At present there are 31 head and 1,300 branch temples with 7,200 priests and nuns and 170,000 adherents.

There exist several religions of native origin, though they are not recognized by the State as having the true ring. Among them are the Tendo-kyo and the Jiten-kyo, each a mixture of Confucianism, Buddhism, and Taoism, the Taikyoku-kyo and the Jindo-kyo which profess a revived form of Confucianism, the Dankun-kyo which worships Dankun, commonly accepted as the originator of the Korean race, and other sects which are simply superstitious beliefs. In prosperity, the Tendo-kyo leads with a following of about 80,000, next comes the Futen-kyo with about 60,000. The rest are hardly worth mentioning.

From very early times the vicious custom of mixing up religion and politics prevailed in Chosen. During the four centuries of the Koryo era Buddhism exercised so baneful an influence over politics that the decline and downfall of it were largely due to that fact. This abuse is more clearly in evidence in the case of

the Tendo-kyo, founded sixty years ago, for its founder was executed by the Government "for seducing the people by evil teaching," and his successor also met the same fate on account of his participation in the Tonghak rebellion in 1894. These and other instances show that the entry of religion into statecraft was no rare occurrence in Chosen, so it is not surprising that the independence agitation in 1919 carried with it a religious colouring.

### Religions from Japan

Shintoism (Way of Gods), the indigenous cult of Japan existing from earliest times, is a form of nature and ancestor worship with very simple practices and ideas, but its propagation in Chosen does not date very far back. Its activities have chiefly been among Japanese residents, so that Korean believers are yet few in number. Of the four sects introduced before the annexation the Tenri-kyo and Konko-kyo are found the most vigorous, especially the former, and finding it necessary to work among Koreans as well, it established a preachers' training institute in Keijo, which has since turned out over 100 workers. At the end of 1926 the churches of all the four sects in Chosen numbered over 250, preachers 260, and believers more than 85,000, of whom 9,100 were Koreans.

Of Japanese Buddhist sects, the Shin-shu was the first to start propaganda in Chosen, and its priests entered Fusan, the first and nearest port to Japan, in the early years of Bunsei. Later, as other important ports were opened to trade, three other sects, the Jodo-shu, Sodo-shu, and Nichiren-shu, sent men into the country, and after the annexation minor sects became eager to follow their example. At present there are nine sects working throughout the land, and at the end of 1926 their preaching

houses numbered 270, preachers 490, temples 87, and believers 196,000, of whom 8,200 were Koreans. As with Shintoism, their mission was primarily for Japanese, but in recent years they have begun to extend their work among the native population, and have founded charitable institutions in some few centres.

### Christianity

Propagation of Christianity in Chosen owes its origin to an official mission sent to Peking by the Korean king in the latter half of the 18th century, which brought back with it a Roman Catholic Bible and other Christian books. With the central province as its stronghold Roman Catholicism gradually spread into the south, but as its doctrine ran counter to the native custom of ancestor-worship, it was placed under a ban in the region of King Seiso, that is, in 1784, when its converts were subject to persecution, and its literature confiscated or denied entry, though the ban was relaxed at times, it repeatedly met with great opposition and made little headway.

The first foreign missionary to enter the once hermit kingdom was a Frenchman named Pierre Maubant, who in 1833 made his way into Keijo as a thread enters the needle's eye, and he was soon followed by two comrades. Owing to their devoted efforts the number of converts steadily increased, and the Government, alarmed at the rapidity with which the new faith gained influence among the people, issued a prohibition law in 1839, which led to the arrest and torture of converts, irrespective of sex or age, and many were even put to death, but nothing daunted the evangelists still pursued their work. Not only did they endeavour to win souls through their teaching, but they printed and distributed tracts, and established schools and dis-



pensaries, so that by the year 1863 the number of converts reached as high as 18,000, including not a few persons in authority, and at the same time the attitude of the Government toward them became much more lenient.

At the beginning of 1866 a Russian warship appeared at Gensan and demanded the opening of trade with Chosen. The Korean Government, not knowing what to do at this unwelcome event, desired the French missionaries to intervene, promising to give them unstinted freedom in their evangelistic work as a reward, but at this juncture a strong anti-Christian feeling arose among the high Korean authorities, and to reinforce it news was received that a wholesale massacre of Christians was being carried on in Peking and that the dreaded Russian vessel had suddenly vanished from sight. On this the Regent, having nothing to fear, changed his policy and decided to follow the reported Chinese example. He revived the prohibition law for the extirpation of all Catholics in the country, and it is said that during the persecution which followed, 30,000 people in all were martyred, including the French missionaries; thus the work of twenty years of sowing and harvesting at great sacrifice was at once destroyed. After 1873, however, when the despotic Regent retired into private life, the Catholic mission began to recover its lost influence, and in 1882 religious freedom was fully recognized as a result of diplomatic relations being established between Chosen and foreign nations.

It was in 1885 that Protestantism was first introduced into Chosen. In that year Dr. H. N. Allen, medical missionary of the American Presbyterian Church, North, reached this country, to be followed in the coming year by Dr. H. G. Underwood, of the same Church, and the Rev. G. Appenzeller and Dr. W. B. Scranton of the Methodist Episcopal Church, and these pioneers started churches, schools, and hospitals in Keijo, Heijo, and other towns. Subsequently, men from these and other missions

arrived one after another, and to-day there are a dozen denominations of protestantism engaged in the work of evangelization, and they apparently surpass Roman Catholicism in influence. The most flourishing is the Presbyterian Church, the Methodist coming next with the Anglican and other Churches following in order. At present Christian places of worship number 3,600, preachers 2,390 including 470 foreign missionaries, and believers, 293,000 of whom 5,800 are Japanese.

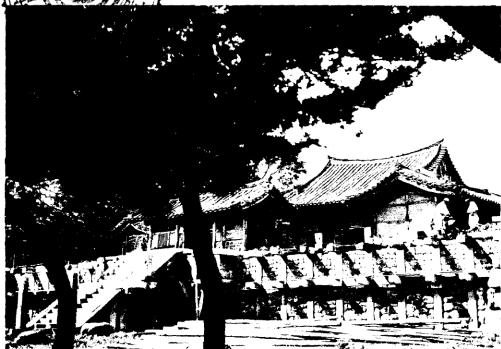
When Prince Ito was appointed first Resident-General in 1906 he saw the wisdom of co-operating with foreign missionaries for the true welfare of the Koreans, and so tried to come into close and cordial contact with them. He was on particularly good terms with Bishop M. C. Harris of the Methodist Church, North, and in one of the interviews with the Bishop the Prince said that, while of course he would attend to all political affairs, he should look to the missionaries for the spiritual guidance of the people, so that both working with mutual trust and assistance they might be able to fulfil their task in this land. The Prince, being always ready to help on Christian work, donated 10,000 *yen* toward the erection of the Methodist Church in Heijo and also secured an annual subsidy from the Government of 10,000 *yen* for several years to the Korean Y. M. C. A. in Keijo.

The fact that Christianity in Chosen now numbers some 300,000 converts after the lapse of forty years only since its propagation was recognized, is really remarkable, considering the experiences in Japan and China, and may perhaps be partly attributed to the feeble influence of other beliefs existing among the Korean masses, but it is quite great enough to attest to the self-sacrificing labour of the missionaries and workers of all the Christian sects in the peninsula.

When the wide-spread disturbance broke out in March, 1919, among the signers of the independence declaration were a number of Korean Christian pastors and prominent leaders, while the



Chosen Shrine, Keijo



Bukkoku-ji near Keishu (ancient Buddhist temple)

## CHARITY AND RELIEF

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Of the relief works undertaken by the authorities the more important comprise succour of sufferers from natural calamities, protection of the sick or dying on the road, alms to the decrepit, invalid, crippled, and disabled, care of poor orphans, education of the blind and deaf-mutes, etc., and for each of them a relief fund has been founded with the aid of the Imperial bounties granted on special occasions. Flood and drought are the two great disasters frequently visiting the country, and during 1919, when a long and severe drought prevailed in several of the provinces, the like of which had never been experienced for scores of years past, over ten million *yen* was defrayed from the national treasury and other sources to be expended in relief works for the sufferers numbering over half a million. Besides, every time a serious calamity occurs in Chosen some amount, according to the extent of damage, is donated from the Privy Purse for the relief of the stricken people, and this has been done many times since the annexation. Such benevolent consideration, though not very large in money itself, was little or never known in former days.

Formerly, treatment of persons found sick or dying on the road devolved upon the nearest town or village office, and the expenses thus incurred were collected from those responsible for their support, but, in default of payment on their part, the cost had to be met by the public funds. This was rarely any great burden in the country districts owing to the infrequency of such cases, but it was far otherwise in the cities and towns where the traffic of strangers is more frequent, and the only cities provided with relief stations for the purpose were Keijo,

Jinsen, and Taikyū. The authorities, therefore, encouraged benevolent persons, whether secular or religious, in the larger towns to establish private institutions of the same kind by promising to give them financial help, and such now exist in Keijo and a dozen other centres.

For the nurture and education of orphans, the blind and deaf-mute, the Saisei-in or Charity Asylum in Keijo was established in 1912 with a portion of the Imperial donation granted at the time, and is under the direct management of the Government-General. Since its foundation the Asylum has taken in 797 orphans in all, the inmates in 1926 numbering 163, mostly Koreans. They are given a training in agriculture on the farm attached to the institution after finishing the common school course of six years. In the blind and deaf-mute department, three years training in acupuncture and massage for the blind and five years in sewing for the deaf-mutes is given to fit them for making their own way in the world, and there is no obligatory term of service imposed on them after their graduation. The blind number 32 at present and the deaf-mutes 60.

Free treatment of the needy sick is taken up by each government hospital in Keijo and other provincial towns as part of its work, and for remote parts of the country, where no such institution is situated, doctors from the nearest provincial hospital are sent out. Similar care is also taken for Koreans living in great number beyond the frontier and lacking in medical provisions, and in 1918 a charity hospital was especially established in Chientao for the welfare of the Koreans there. Apart from the Government undertakings, the country is greatly indebted to foreign Christian missionaries for its medical welfare. Every mission station is provided more or less with medical missionaries and nurses, and a large number of people receive treatment at their hands. Throughout the land there are 24 mission hospitals, including 3 leper homes. Keijo has the largest and oldest of

them called Severance Hospital, and attached to it is a medical college in which Korean doctors and nurses are trained.

Besides the above mentioned, there are other religious organizations of philanthropic nature, among which may be mentioned the Roman Catholic Orphanage in Keijo and Taikyu and the Salvation Army's Home for Children in Keijo, and good Samaritan work is being done by each of them.

Reformatory work in Chosen is of very recent origin, and regulations relating to it were issued for the first time in September, 1923, resulting in the establishment of a reformatory at Yeiko near Gensan under the name of Yeiko Gakko. At present the number of its inmates is 53, and they are given a training in carpentry, farming, or fishing, in addition to an ordinary schooling.

Social undertakings directed by the Chosen Administration were in the sole charge of what was known as the Second Section of the Internal Affairs Bureau until July, 1921, when the section was remodelled and renamed the Social Works Section, and this was followed by the formation of a similar office in many of the provinces. Since 1921 the amount of government subvention to private organizations for social works has been increased with a view to helping on their development more effectively.

In view of the growing housing problem harassing cities in general, Keijo and Taikyu began to take the lead in erecting houses and renting them at moderate rates, and to regulate the prices of commodities public markets were established in the above-mentioned and five other municipalities. Establishment of public bath-houses, public employment offices, personal advisory agencies, lodging houses for labourers, people's luncheon-rooms, barber-shops, etc., has also been started in several of the principal towns. Besides, there are private social works of various kinds conducted by religious bodies or interested persons, and they number over 100 at present, many of which are given material and moral assistance by the Government.

# SANITATION

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## Outline

Until recently Korean situation was in a most backward state, for the country had few native doctors possessed of modern knowledge and skill, and the sick were usually placed at the mercy of practitioners of the old Chinese school or of witches or exorcists, instead of being rationally treated, while the lack of proper sanitary arrangements and even good drinking water gave constant rise to various infectious diseases. As medical agencies worthy the name, there was but a handful of Japanese doctors and foreign medical missionaries practising in Keijo and a few other towns.

Early in the protectorate period, therefore, the first step taken toward sanitary reform was the establishment of a modern hospital called the Tai-Han I-in (Korean general hospital) in Keijo as the central organ, and Dr. S. Sato, a celebrated surgeon in Japan at the time, was made head of it. On the advent of the present régime, further measures were taken for improvement of the existing system, and not only was the Government Hospital (former Tai-Han I-in) enlarged but similar organs were set up in the provinces, public doctors were appointed to remote districts, special physicians engaged for circuit work in parts difficult of access, and a segregating station for lepers was established on Shoroku Island on the south coast, a place noted for its salubrious climate. Nor did the good work along this line stop here, for care was taken that even those Koreans living in the remote borderlands might have medical facilities within easier reach of them.

The authorities next took in hand the matter of drinking water and made the construction or extension of waterworks possible in many of the chief towns; they also encouraged the digging of public wells throughout the land. At the same time a considerable sum of money was yearly defrayed to permit of timely action being taken for prevention of epidemics, with the result that even small-pox, once so virulent in Chosen, is now far less the scourge it was, thanks to the fuller enforcement of universal vaccination, while rigid control over the disposal of impurities and other insanitary matters was constantly exercised for the sake of the public health. Meantime, various sanitary regulations were drawn up and made effective as popular conditions called for them. Among the more important thus enacted were those relating to physicians, dentists, foods and drinks, drugs, street and house cleaning, disinfection, etc.

Although popular confidence in the central and provincial hospitals grew stronger with years, there still remained much room for their improvement, so the Government undertook the extension of medical organs and the training of doctors and nurses, and drew up a plan for making increase in the existing hospitals and medical force between 1919-23 at a cost of 2,500,000 *yen*, but later decided to enlarge the scheme by doubling the former estimates and extending the period of completion to 1928. At present the number of government hospitals is 31, and public doctors over 250. Besides these, there is one hospital in Keijo maintained by the Chosen Chapter of the Red Cross Society.

Up to 1920 no sanitary experts were stationed in the provinces for local investigation and prevention of epidemics, but in that year one expert and two assistants were appointed to each province, and at the same time thirty medical men were added to those already appointed to attend to people in the more remote parts of the country. As for quarantine at seaports, though at first confined to Fusan, Jinsen, and Gensan, it was extended to



smaller ports as they too were frequently threatened with invasion by pestilence, and quarantine officers are now stationed at Kunsan, Mokpo, Chinnampo, Seishin, and Shingishu, and the staff at each of the three premier ports has been strengthened.

Hygienic inspection is most indispensable in connexion with the official control of food, drinks, and drugs, so from 1913 onward the provinces were gradually equipped with laboratories for chemical examination of these articles, and no province is now lacking in such. Important articles subject to official inspection during 1926 totalled 41,830, of which 9,280 were declared unwholesome or injurious. Chief among the condemnations were 3,952 samples of patent medicines and 3,565 of beverages. Formerly, no research work in epidemics, in spite of their presence in the country the whole year round, was attempted in the provinces, but since the cholera invasion of 1920 a bacterial laboratory has been formed in every province. The preparation of various prophylactic vaccines, however, is conducted by the one in Keijo only, and by it distributed to various centres at a small charge or else free of cost, and the demand for them is ever growing.

### Control of Opium

From of old opium smoking has been somewhat prevalent in Chosen, especially in the frontier regions, and many were the victims to it. It is true that in the year 1905 the Korean Government prohibited the importation, manufacture, and sale of opium and pipes, but it was found impossible to enforce the ban effectively. After the annexation, the authorities took every measure to secure a thorough-going control over opium, and the new criminal law for Chosen issued in 1912 even contained

a special provision for it. Toward confirmed users of opium a rather moderate policy was adopted at first, so that their cure might be effected by degrees, and their number gradually grew less. In September, 1914, the Government gave instructions to the police and other officials concerned to enforce the absolute prohibition of opium smoking, and, taught by past experience, began to treat habitués in a semi-compulsory manner. This is proving highly effective, but it is exceedingly difficult to free the land of the evil entirely as much opium is still smuggled in from China, or prepared secretly in the frontier districts. During the World War, stimulated by the jump in the price of drugs, illicit poppy cultivators increased greatly in number, but on the restoration of peace a turn to the contrary soon became apparent.

Regarding control of poppy cultivation, each province framed its own rules, free cultivation of the plant being everywhere prohibited, but the rules being greatly diverse they fell short of securing the desired end. Therefore, in June, 1919, new uniform rules were enforced in the country, and poppy cultivation was absolutely forbidden except for supplying the needs of the medical profession, and was limited to a certain area, while all the opium produced had to be handed over to the Government at a standard price, to be sold by it to authorized manufacturers of medicines.

Considering the general scarcity of opium for medical purposes and the great demand for it, the Government allowed the use of about 3,500 acres of land for poppy cultivation in Chosen, but most growers had already finished sowing before the issue of the new rules in 1919, and the land under poppies that year greatly exceeded the prescribed area. Owing to the excessive rainfall during the flowering season, the crops were so poor that the net production of opium that year was only half the estimated amount. The year 1920 was marked by a further large decrease, not alone in the number of growers but in the area under the poppy, though the business took on a forward movement in the

year following. The result of poppy cultivation for the years succeeding the enforcement of the opium control law is as follows :

	1926	1925	1924	1923	1922	1921	1920	1919
Area ... ..	<i>Cho</i> 281	<i>Cho</i> 243	<i>Cho</i> 334	<i>Cho</i> 377.4	<i>Cho</i> 436.7	<i>Cho</i> 452.9	<i>Cho</i> 94.7	<i>Cho</i> 2,308.2
Production ... ..	<i>Km</i> 168	<i>Km</i> 225	<i>Km</i> 315	<i>Km</i> 371.3	<i>Km</i> 438.1	<i>Km</i> 724.5	<i>Km</i> 41.5	<i>Km</i> 2,022.9

The price of opium is always unstable as it is completely under the influence of the universal market quotation, so, when fixing its lowest selling-price to approved dealers in the article, the rule followed by the Government is to add on ten per cent. of the price at which it was acquired from the growers.

In 1920 new regulations for control of opium, alkaloids, and other narcotics, based on the principles of the Opium Treaty and of the League of Nations, were issued, by which both export and import of all narcotics were made subject to official permission, though in no instance was the quantity permitted movement to go beyond the limits of the legitimate demand, and in 1923 were revised to the end that possible evasion of the rules or crooked dealing in imported narcotics might be more effectively kept in check.

At first, morphine injection was in great favour among the people as a means of curing those addicted to the use of opium. Unfortunately, abuse of the cure eventually produced many cases of chronic morphinism, and no law existed for its control, so in 1912, when regulations for drugs and druggists were published, traffic in morphine was drastically restricted, and in the treatment of morphine victims the gradual reduction method was applied, thus diminishing their number very markedly. Cocaine injection, too, as it more or less found devotees in many quarters, is now being stringently controlled with beneficial results.

## **Epidemics and Endemics**

It is interesting to know that, in spite of its contiguity to Chinese and Russian territory, the country has never been troubled by pest invasion. Nevertheless, visitation by other epidemics, such as cholera, small-pox, typhoid fever, dysentery, etc., was very frequent and sometimes in a most virulent form. The people in general had little idea of sanitation and refused, in many cases, to be medically treated, being swayed by superstition. Great difficulty was consequently met with in working for prevention of epidemics, but the recent progress in Korean social psychology has brought with it a salutary change in this respect.

Cholera has long been familiar to the peninsula. It is said that in the year 1895 over 600,000 perished of the plague in the frontier districts, and again in 1902 about 10,000 fell victim to it in the city of Keijo alone, not to mention other places. The disease usually enters from abroad and greatly varies in activity. In 1919 and 1920 malignant cholera invaded the land, and notwithstanding the preventive measures taken by the authorities, raged furiously, the number of cases reported in 1919 being 17,000, of which 11,000 proved fatal, and 24,000 in 1920 with a death-roll of 13,000. A heavy toll, indeed. Yet compared with former days it can be said that the malady has considerably diminished in severity.

Early in 1921, about 12,000 persons living in those parts most severely afflicted the year before were subjected to scotoscopy, but not one was discovered to be a bacillus-carrier. In June of the same year, the disease again broke out in Shanghai and some ports of Japan, and as it showed signs of spreading, quarantine was quickly enforced at the seaports and preventive injection applied to the inhabitants. The result was that only two potential cases were found in vessels making port during the time. In 1922 the plague raging in North China invaded

West Japan early in September. The situation being very alarming, immediate action was taken at the seaports to secure prevention of its entry. Some cases, however, were discovered on the western frontier, so the quarantine station at Shingishu at once busied itself with examination of every passenger from the Chinese side of the Yalu, as well as with injection of anti-cholera vaccine into all people in the neighbourhood, and as the result of these efforts only 40 genuine cases in all were reported. In the summer of 1926 the disease, breaking out in North China, invaded the frontier districts along the Yalu, and in spite of all efforts to stamp it out 252 cases were reported of which 159 ended in death.

Small-pox formerly prevailed more or less throughout the year. This was mainly because of the time-honoured superstition among the people that this particular disease must be accepted as an act of God, so they did not attempt in any way to ward off its attack. In 1895 the Korean Government issued vaccination rules aiming at universal enforcement of it, but no good results were obtained, and numerous cases of the disease were reported every year. On the establishment of the present régime, therefore, great efforts were put forth to combat the disease, and police and sanitary officials were enlisted to disillusion the populace of their old superstition and to preach to them the saving virtue of vaccination. At the same time, large quantities of vaccine were distributed free, and for the vaccination of women female operators were especially engaged. As a consequence, after 1913, cases of small-pox fell to between 300 and 50 a year. But in the spring of 1919 the disease again broke out, producing upwards of 2,000 cases. In 1920, malignant small-pox invaded the land from countries adjacent and vaccination was at once resorted to as far as possible, but the disease ran a fatal course with more than 3,500 out of 11,500 cases. In 1921, cases still reached the large number of over 8,300, of which 2,500 were

carried off, but in succeeding years, even though it gave signs of prevalence in the spring, the authorities were able to hold it in check considerably compared with the preceding year.

Typhoid fever is of yearly occurrence in the country, and many cases of it are reported every year. As the disease requires a certain period to develop, there is always a suspicion that its virus may be spreading before it is discovered, and this makes prevention more difficult. When in September, 1920, the malady was more than usually prevalent, health officials in charge met in Keijo to consult upon the best measures to take against its spread, and the authorities, besides trying to discover unreported cases, dispensed free to all applicants the preventive injection so highly commended for its wonderful virtue, while all medical agencies were encouraged to make extensive use of this new preventive. In July, 1925, the disease broke out virulently in the several districts affected by floods, the cases reported numbering 5,000, but through the application of proper preventive methods was stamped out by the end of the year.

As regards other epidemics, in view of their yearly appearance, similar precautions are always and everywhere taken by the authorities in the form of periodical house-cleaning, strict control of food and drinks, early discovery and report of cases, general injection of preventive vaccines, bacterial examination of suspected cases, etc. The table below indicates the number of epidemic cases during the more recent years.

Year	Cholera	Dysentery	Typhoid Fever	Small-pox	Eruptive Typhus	Scarlet Fever	Diphtheria	Paratyphus	Total
1917 ...	—	2,097	2,403	49	98	232	366	372	5,617
1918 ...	—	1,127	3,750	330	103	125	333	1,134	6,919
1919 ...	16,991	1,521	3,239	2,179	841	125	276	650	25,822
1920 ...	24,213	979	2,132	11,180	76	369	263	222	39,434

( *Continue.* )

Year	Cholera	Dysent- ery	Typhoid Fever	Small- pox	Eruptive Typhus	Scarlet Fever	Diph- theria	Para- typhus	Total
1921 ...	1	973	2,535	3,316	73	717	233	300	13,158
1922 ...	40	1,932	3,891	3,676	63	585	235	473	10,835
1923 ...	—	1,195	2,839	3,722	72	1,008	420	314	9,525
1924 ...	—	1,443	3,272	439	540	1,361	523	301	7,880
1925 ...	6	2,030	5,005	699	225	634	513	474	9,705
1926 ...	252	2,277	5,170	1,010	1,239	798	497	372	11,620

Of the so-called *endemics* the more prominent are distoma, ankylostomiasis, and malaria, the most numerous cases being those of lung-distoma. Besides these, there are other contagious diseases present, such as tuberculosis, leprosy, itch, etc. For lepers a government leprosarium has been established on Shoroku-to, a small island off the southern coast of the peninsula, where a limited number of them are accommodated and segregated. Foreign missionary bodies have also extended their humanitarian activity to this direction, and mission leper asylums are found in three southern towns--Fusan, Taikyu, and Junten.

### Leprosy

Leprosy is another form of endemic disease in Chosen, and many lepers are to be met with, though mostly in the south. Though no accurate statistics are available, the number of cases in advanced condition is reported to be approximately 4,000, to say nothing of incipient cases. These unfortunate mortals,

wandering about the country spreading the invisible germs of their disease, present not only a most miserable sight but are a great menace to the public health. It was by foreign missionary bodies that the first leper homes, three in number, were established in the south. The Government in turn realised the need of making provision for lepers, and drew up a plan in 1916 for their segregation. Shoroku-to, a small island off South Zenra Province, was selected as a suitable site, and the building of the new institution was started with special aid from the Imperial charity funds and completed in 1917.

The island is noted for its charming scenery and mild climate. The leprosarium is beautifully situated in the hills and occupies a vast space of ground divided into two parts, one for males, the other for females. At present more than two hundred patients are being cared for in the institution. In order to keep the inmates from loafing, the able are employed in such work as they show capacity for, and this has proved a very economical measure, besides giving them a good appetite and relief from ennui. For the medical treatment of lepers a new injection called ethyl-ester of chaulmoolgra oil has been made use of since the winter of 1921, and with such encouraging results that the disease is no longer regarded as incurable, thus bringing a ray of hope into the lives of these unfortunate beings.

### **Cattle Disease**

Several forms of cattle disease exist in Chosen, some of them being introduced from adjacent Chinese territory and others originating in the peninsula itself, and the country suffers more or less from their visitation every year. Accordingly, in 1915 a preventive law was enacted, and in 1918 the serum laboratory



established by the home Government was transferred to the Chosen Administration. At the same time a number of serum stations with veterinary surgeons in charge were set up in important points along the frontier.

Rinderpest, a prominent form of cattle disease, has its permanent cradle on the Chinese side of the Yalu and the Tumen, yet in the face of the ever-present possibility of invasion, especially during the long season of frost, nothing was ever positively done to prevent it until after the annexation. However, the preventive work since taken up has rendered its invasion less widespread than formerly. In January, 1925, the disease again crossed the frontier, and 420 cases of it were reported, but in 1926 there were only 71 cases. As preventive measures, enforcement of serum injection into animals in the affected district, isolation of the entire vicinity, close guard against cattle going in and out, and early discovery of fresh cases, if any, were vigorously carried on by police and people, who were thus able to minimize the evil effects of its appearance.

### Quarantine of Cattle for Export

It was in the year 1909 that the quarantine law for export cattle was first issued by the Korean Government and a quarantine station set up at Fusan. The system was in force until 1915 when a new law was introduced, rectifying former defects; this was revised in the year following to admit of the inclusion of two additional ports for direct export of cattle to Japan. From that time the number exported increased so greatly that every month saw hundreds of cattle idly awaiting official examination, and many were shipped uninspected under pledge of submission to inspection at the port of arrival; so to provide

the necessary accommodation quarantine stations were formed in 1925 in four other ports through which cattle might be regularly exported—Jinsen, Chinnampo, Gensan, and Joshin. The detention period for inspection of such cattle is now fixed at between 12 and 20 days at a charge of 2 *yen* per head.

### Slaughter of Cattle

The Korean people are generally fond of flesh and invariably use it on all occasions of rejoicing or mourning; hence the extensive raising of cattle throughout the country. In 1926 the total number of slaughter-houses was 1,380, at which 261,354 cattle and 195,497 hogs were butchered, the former showing an eight per cent. decrease and the latter an increase by 14 per. cent on the preceding year. The killing of cattle was formerly conducted in a most haphazard way, but it has been systematized since the enforcement of the new regulations for its control in 1919. However, most abattoirs, other than those in the larger towns, have been found quite defective from the sanitary standpoint, so efforts are being made to secure their improvement.

# COMMUNICATIONS

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## State Railways

The first instance of a railway in Chosen was the Keijo-Jinsen line opened in 1900, and this was followed in 1904 by the opening of the main line between Keijo and Fusan. These were undertakings by private companies. In 1905 the Keijo-Shingishu main line and the Masan branch line, both built for army use during the Russo-Japanese War, were opened to the public, and with the former the trunk line traversing the country from north to south was made complete. In 1906 the Japanese Government took over all existing lines and placed them under the Railway Bureau of the protectorate, but on the Government-General being established in 1910 control of them once more changed hands. During all this time improvement and construction work was steadily carried on, and the year 1910 saw the completion of the Heijo-Chinnampo line; in 1911 the the Yalu was spanned by an iron bridge to connect the Korean and Manchurian railways; in 1914 the Taiden-Mokpo line in the south and the Keijo-Gensan line in the centre were completed; in 1914 the Gensan-Kainai line in the north was started and by the end of 1926 three-fourths of it, measuring some 310 miles, had been completed and opened to traffic.

In the meantime, single control of the railways in Chosen and Manchuria being considered advisable from the commercial point of view, the Government-General in 1917 concluded a contract with the South Manchurian Railway Company and entrusted to it the entire management of the Korean State railways. This

continued down to March, 1924, when the Government-General again took into its own hands the operation of the State lines in this country. At the end of 1926 the total investment in government railways reached 294,000,000 *yen*, covering a length of 1,340 miles, or more than a twofold extension as compared with the year of annexation when there were 640 miles in operation.

The railways in Chosen, by bridging the Yalu which forms part of the northern boundary, and making connexion thereby with the continental railways, became at once part of the international railway system, and this resulted in through traffic being established between Fusan and Mukden. Though the railway business suffered for a time through the influence of the World War, it was not long before it regained and even surpassed its former activity. The following table gives some idea of railway development in this land.

Fiscal Year	Length	Passengers	Freight	Receipts
	<i>Miles</i>		<i>Tons</i>	<i>Yen</i>
1926 ... ..	1,341	18,457,000	5,027,000	33,810,000
1925 ... ..	1,309	18,241,000	4,297,000	30,708,000
1924 ... ..	1,300	17,487,000	3,794,000	29,027,000
1923 ... ..	1,189	16,760,000	4,237,000	30,371,000
1922 ... ..	1,777	15,252,000	3,791,000	26,952,000
1921 ... ..	1,165	13,821,000	3,331,000	24,815,000
1920 ... ..	1,157	12,421,000	3,186,000	23,816,000
1911 ... ..	674	2,024,000	888,000	4,095,000

The hotel business as an adjunct to the railway business is run chiefly for the accommodation of foreign tourists. It was first started in 1912 at Fusan and Shingishu, the two principal terminals, by making use of the upper storeys of each station. In 1914



View of Botandai, Heijo



Railway Bridge spanning the Yalu

## Marine Affairs

In former times there existed no system of marine administration, but in the year 1912 affairs relating to routes, ships, seamen, beacons, etc., were all systematized under the Communications Bureau of the present Government, and during 1914-15 not only were the marine regulations unified and adjusted but a marine court was created. Under the old Korean Government a few shipping companies were subsidized, but these were very small concerns indeed, and on the establishment of the new régime they were induced to amalgamate into one big company, the result of which was that the Chosen Mail Steamship Company came into being in 1912 and was ordered to establish 12 regular services along the coast. In 1913 the Company was also ordered to start serving the archipelago on the southern coast, making change in some of its coasting services, and in 1914 a private company was ordered to ply on the Yalu. In 1915 a new line was started between Gensan and Vladivostok in consideration of the growing trade with Russia, and in 1918, in view of the trade expansion between West Chosen and the Osaka district in Japan, a Shingishu-Hanshin line was opened. On the other hand, as North-East Chosen and West Japan, facing each other, showed every prospect of trade developing between them, the Chosen Mail Steamship Company was ordered in 1918 to open a regular service between Seishin and Tsuruga, and to operate its Gensan-Vladivostok service the year round, instead of suspending it in the depth of winter. As, however, it still failed to meet fully the general demand, in 1920 the Fushiki-Vladivostok line was made to include Seishin as a port of call. To further extension of intercourse with neighbouring lands by sea a new North China line was opened in 1922.

In 1910, ships of all kinds entered in the shipping register numbered only 88 with a tonnage of 9,300, but the placing

of marine administration under the Communications Bureau in 1912, and the unification of marine regulations in 1914, led to great progress being made in maritime traffic, and the number of ships registered in 1915 reached 330 with a tonnage of 22,000. During the Great War the shipping business in Chosen enjoyed an extraordinary boom, but it was only a passing phase. In the following table is given the number of ships registered in recent years.

Year	Steamers		Sailing Boats	
	Number	Tonnage	Number	Tonnage
1919 ... ..	87	35,632	483	16,432
1920 ... ..	95	43,322	523	17,508
1921 ... ..	98	36,170	526	17,272
1922 ... ..	105	36,044	535	17,638
1923 ... ..	122	34,114	587	19,380
1924 ... ..	137	43,780	599	19,607
1925 ... ..	147	44,520	627	21,075
1926 ... ..	158	45,112	645	21,636

In consequence of negotiation by the Japanese Government on the basis of the agreement of 1883, the Korean Government in 1903 erected four lighthouses for the first time, and by the year 1906 the number was increased to 53, but as this merely represented one signal for every 160 nautical miles, and navigation around the archipelago on the south-western coast was particularly dangerous during the foggy season, further great increase has since been made. The total number of navigation aids now stands at 238, comprising 108 night, 109 day, and 21 fog signals, in the proportion of 1 night signal to every 86 nautical miles of the entire coast.

## Posts, Telegraphs, and Telephones

A Japanese postal service in the peninsula was begun with the establishment of a post-office at Fusan in 1876, when the port was opened to foreign trade, followed later by the opening of similar offices in other treaty ports with the increase of Japanese settlers. At first these offices dealt with ordinary mail matter alone, but business in money orders and postal savings was started in 1880, and the parcel post in 1900.

In 1896 the Korean Government introduced a modern postal system, modelling it on that of Japan, and in 1900 formally joined the Universal Postal Union, but owing to poor management and consequent financial loss it was placed under Japanese control in July, 1905, in conformity with the agreement concluded in April that year, and the Japanese postal system was made common to the two lands. Before 1905 there were 427 Korean and 89 Japanese offices as organs for communication, but to-day they number 776, including 110 telegraph and telephone offices.

In the days of the Korean Government only collection and delivery of ordinary and registered mail were carried on, but after the postal union with Japan such special matters as declaration of value, cash-on-delivery, collection of cash, etc., were introduced, and at present there is no place, except for a few remote islands, where there is not at least one delivery a day.

The beginning of the telegraph service was in 1884 when a Japanese office was created in Fusan for communication with the homeland. Later on, similar offices were established in Keijo and a few other centres. The submarine cable between Fusan and Japan was originally the property of a foreign company, and its management was carried on with few exceptions under the Universal Telegraph Rules, but in 1910 Japan bought the cable from the company for the greater benefit of the public. Each



year increase was made in the number of operating offices, and from only 44 in 1905 they rose to 720 in 1926.

In 1910 a wireless apparatus was installed on the Kosai-maru, an official inspecting steamer, and in the three lighthouses on the west coast, though the service has not yet been thrown open to the public, and in 1923 a wireless office was opened in Keijo to handle messages sent to and from ships sailing Korean waters and those of the general public. In 1925 a similar service was opened in Mokpo and on Saishu Island.

The first telephone service was undertaken in 1902 between Keijo and Jinsen, and subscribers numbered only 65. In 1903 an exchange service at Fusan was started, and the number of subscribers increased from 310 at the end of that year to over 1,000 at the time of the postal union with Japan (1905). At that time only 16 lines were in operation, but expansion was rapidly pursued, and a long-distance line between Keijo and Heijo was opened in 1907, and one between Keijo and Fusan in 1911. Also in 1921 direct connexion between Keijo and Mokpo, and Keijo and Gensan was effected, and the 828 lines in operation in 1911 were increased to the large number of 7,205 in 1926, inclusive of 144 long-distance ones. In November, 1926, a Radio Broadcasting office was established in Keijo and opened to business in February, 1927, with some 2,000 subscribers. In the following table certain details are given of the telephone service.

Year	Number of Telephone Offices for Exchange and Message	Number of Telephone Offices for Messages	Number of Telephone Subscribers	Number of Calls during the Year
1905 ... ..	5	1	1,065	8,489,530
1910 ... ..	32	185	6,448	21,260,918
1919 ... ..	46	484	11,788	58,691,425
1920 ... ..	49	480	13,142	59,974,020

1923 ... ..	81	483	21,776	85,341,678
1924 ... ..	95	500	24,483	101,159,830
1925 ... ..	104	506	26,265	114,510,002
1926 ... ..	113	622	27,586	136,334,941

Business in money orders and savings was first undertaken in Chosen by the Japanese post-office at Fusan in 1880, and the offices handling such business numbered only 30 at the time of the postal union with Japan, so Japan, on taking over control of all postal affairs, increased these offices to 72, and since 1906 has caused post-offices in places containing no inland revenue office to receive and pay out money on behalf of the Government, a departure quite unknown in other countries. In 1910 the system of "*furikae chokin*" or postal savings transfer account was introduced in Keijo to facilitate the settling of commercial transactions, and subsequently business relating to the receipt of local and national revenues, the flotation, sale, and repayment of public loans, etc., was even taken up by the post-offices for convenience' sake. There are now 666 offices handling money orders and savings, showing an increase by 600 per cent., and in the amount of money turned over by 3,100 per cent., as compared with 1905.

On account of the lack of any organ for monetary circulation in Chosen, except the Fusan branch of the Dai Ichi Ginko (a Japanese bank), the Japanese post-office at Fusan was authorized to start business in ordinary money orders in 1880, and later on, those at other open ports followed suit. In 1900 the system of telegraphic transfer was introduced, and in 1903 it was made possible to telegraph money in large amounts for the greater convenience of business people. The total amount of money received and paid out during 1926 reached over 200,000,000 *yen*, or 21 times that for 1905 and 4 times that for 1910.

Business in foreign money orders was also taken up in 1880,

though at first only with Hongkong. In 1881, exchange was opened with England, and in 1885 an agreement for exchange was conducted with France. This led to the gradual opening of exchange with other countries, and in 1908 the post-offices at Keijo and seven other centres were specified as exchange offices under the international postal agreement. The amount of money dealt with in this way shows a decided upward tendency since the opening of exchange with China in 1923, and in 1924 passed the 1,000,000 *yen* mark, and though 1926 saw a slight fall it still showed a tenfold gain over 1908.

Since the system of postal savings was first started at Fusan in 1880, the number of offices taking up this important branch of business has gradually increased, and at the time of the postal union with Japan they numbered about 100. As there was no proper organ for saving in Chosen and the people in general had lost all idea of it owing to the heavy taxation and bitter extortion, the number of Korean depositors in 1908 was only some 4,200, their savings amounting to no more than 37,000 *yen*, but with the constant encouragement given to thrift and economy, the amount of their deposits has gradually increased, as may be seen from the following table.

Year	Total Amount		Average Amount per Person	
	Japanese	Korean	Japanese	Korean
	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>
1910 ... ..	3,016,420	190,045	28.98	5.44
1919 ... ..	12,427,900	2,498,094	43.26	2.23
1920 ... ..	14,767,404	2,326,166	43.27	2.16
1921 ... ..	16,069,768	2,656,570	48.42	2.44
1922 ... ..	17,111,061	2,764,032	42.60	2.30
1923 ... ..	18,141,305	2,899,035	41.84	2.29

1924 ... ..	18,112,934	2,916,865	41.28	2.49
1925 ... ..	18,527,307	3,000,867	37.82	2.46
1926 ... ..	19,206,624	3,184,366	37.99	2.39

The system of "*furikae chokin*," or transfer of one's postal savings to another man's account for payment due, was initiated in Chosen in 1906 at the same time as it was in Japan, but it was not utilized to any great extent by the people as such account was opened only with Tokyo. In 1910, however, such an account was opened in Keijo and this induced steady development along this line of business, so that the amount of money transferred in this way totalled some 440,000,000 *yen* in 1926, showing an increase by 65 times on that in 1910.

### Electric and Gas Undertakings

The first electric enterprise in Chosen was the building of a tramway in Keijo by a joint-stock company organized by an American citizen in 1899, and in 1901 it started the supply of light in addition. Similar works were started in Fusan in 1902 and in Jinsen in 1906, after which little progress was made, for at the time of union with Japan they still numbered but three, with an aggregate capital of 3,300,000 *yen* and a capacity of 1,380 kilowatts. Since that year, however, steady growth has been witnessed in meeting the general increase in demand for electricity, and these undertakings in 1926 numbered 72 (of which 65 were in actual operation) with a total capital of 196,000,000 *yen* and a capacity of 394,000 kilowatts. Besides, there were 13 official undertakings for government use and 73 private ones.

In Chosen, the electric undertakings so far established depend

for the most part upon heat for their motive-power, so in 1911 the Government began to make a country-wide investigation of the water-power that might be utilized for generating electricity, and completed it with respect to eleven of the larger rivers in 1914, discovering thereby 89 sites capable of producing 76,000 h.p., but as the feasibility of hydro-electric enterprises can be determined only after making long and close inquiry, a more detailed investigation was started in 1922, and the result so far obtained is that 80 of the 133 sites of promise, with a combined capacity of 1,221,000 h.p., are ascertained to be of easy and profitable management.

There are two gas-producing undertakings in Chosen, one at Keijo and the other at Fusan. The former started work in 1909 and the latter in 1915, and the year 1926 saw their capital standing at 2,300,000 *yen* and their productive capacity at 192,200,000 cubic feet a year.

Control of gas was formerly exercised by the police authorities, but in view of the fact that the business is done as a side line by electric companies it was transferred in 1919 to the Communications Bureau so that both might be under the same supervision.

### Meteorological Observation

Meteorological observation in Chosen was first introduced by Japan in 1904. The central observatory is established at Jinsen and has branches at Kejo, Fusan, and eight other centres, but as the country is still regarded as insufficiently served because of the great diversity of its physical features, lighthouses, military hospitals, and farms were also required to make observations, and in 1914 certain municipalities, counties, and police stations

were directed to conduct simple forecasts, and to ensure accuracy and rapidity in observation, exchange of meteorological messages was started with the chief observatories in Japan, Taiwan, Kwantung Province, Hongkong, Manila, Vladivostok, etc. In the meantime signal stations were set up in different places in the peninsula, and in localities without such provision the police were required to publish the reports received by them for the use of the public. The observatory at Jinsen issues storm warnings for the whole of the peninsula and publishes a monthly and annual report on the weather, and also engages in the observation of earthquakes and earth-tremors, measurement of time, and compilation of the Korean calendar.

# CIVIL ENGINEERING

## Roads

In old Korea with all its own civilization good roads were entirely lacking, and what roads it possessed were usually left in a state of utter disrepair. Even the "grand highway" from Keijo to the Chinese border was barely grand enough to admit of a cart being driven along it, so what the rest were like can easily be imagined. It is true the Korean Government used to allot certain sums of money to the various districts for purposes of road repair, but much of this, it is said, went into the pockets of the local magistrates, and practically nothing was done to the roads. On the country being brought under Japanese management, great efforts were consequently put forth to improve this backward condition, and it was planned to construct a regular network of roads of three classes, of which the first and second classes were to be looked after by the Government itself, and the third by the provinces, while in urban districts all classes were to be under municipal control.

When repairs were undertaken in former times, *corvée* or compulsory service was always called into play, and this usage was continued even into the new régime by conscripting those persons unable to pay their assessment. In addition, the landed gentry were often induced to surrender land for roads free of cost. But this is now changed, for in 1919 it was prescribed that in the making of roads at national expense *corvée* should be dispensed with, and the land needed purchased at a fair price, though in the case of roads at provincial cost the old practice

was still retained in force in consideration of its special connexion with local interests.

During the four years of the protectorate some 3,900,000 *yen* raised by industrial loans and from other sources were appropriated for betterment of roads aggregating some 500 miles in length, but the work done was only piecemeal, and taking the country as a whole, good roads were still so lacking that travelling and transportation were made with difficulty on foot or on horseback along narrow, deep-rutted, and meandering tracks.

To overcome this obstacle to progress the Government ruled that first class roads were to be 24 feet or more in width, second class 18, and third class 12, and then set about the construction of roads in a systematic manner. Execution of the first programme took seven years and saw its completion at a cost of 10,000,000 *yen*. It comprised 34 highways measuring 1,700 miles, and the building of an iron bridge over the Kan-ko. For the second programme the construction of 26 highways, some 1,200 miles in length, was projected at an estimate of 7,500,000 *yen* spread over six years, from 1917 to 1922. Owing to the rise in price of material and labour, the work was but half done in the period set, so to allow of its completion the original estimates were doubled, and further augmented by the inclusion of an additional sum of over 10,000,000 *yen* for frontier roads and bridges, the period of construction being extended by another six years. In 1926 enlargement of the scheme with an additional appropriation of 5,660,000 *yen* was made, and the period for completion was extended to 1935.

According to the latest returns the length of roads already constructed is about 6,600 miles of first and second class roads and about 5,000 miles of third class roads, or 74 and 84 per cent. of the length determined for the projected network, while roads traversed by public automobiles measure over 7,000 miles.



Thus it will be seen that great improvement has been effected in traffic facilities throughout the peninsula.

### Street Improvement

Korean towns for the most part contain narrow, dirty, and crooked streets, causing great inconvenience not alone to traffic but to protection against fire or epidemics, and even Keijo, the capital, is no exception; so improvement or reconstruction of urban streets has been extensively undertaken under the present régime, beginning with Keijo, where it was conducted at national expense to set an example to other towns, and the 13 streets selected for improvement were completed at a cost of 3,000,000 *yen* from 1911 to 1918. The most important of these were made 12 to 19 *ken* in width and provided with pavements, and where traffic is heaviest the road surface is tar-macadamized or asphalted, thus adding to the modern aspect of the city. The second programme, estimated to cost 2,400,000 *yen* spread over 6 years from 1919, took in 12 streets, of which 7 were completed in 1926.

To forward the sound development of a Korean town nothing is more keenly required than street improvement, so the Government has incorporated in the budget since 1921 a special item for investigation regarding town-planning, and started work on it in four principal cities, Keijo, Heijo, Taikyu, and Fusan. There are now 13 towns marked out for such work, including the chief seaports and provincial centres. The expenditure on these is defrayed out of the local revenues with some assistance from the Treasury, and work in each is well under way, the period set for it being from four to seven years.

A complete sewerage system, as an indispensable aid to street sanitation, is still lacking in most places, so efforts are being

made for its establishment side by side with street improvement in the larger towns, which are the first to feel such necessity. On such work the city of Heijo pledged itself to spend a total of 800,000 *yen* divided into three periods from 1913 to 1926, Keijo, 2,000,000 *yen* between 1918 and 1924, Taikyū, 150,000 *yen* in 1918-1923, Kunsan 300,000 *yen* from 1913 to 1926, and Taiden, 600,000 *yen* from 1926 to 1930. Keijo has also undertaken a second programme from 1925 to 1930, the cost being estimated at 2,500,000 *yen*. Part of the sums thus allotted is provided by the national treasury and part by public bodies.

### Harbour Improvement

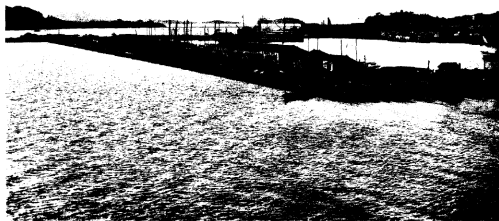
Harbour improvement was first undertaken in 11 important ports during the protectorate at an estimated cost of 4,000,000 *yen*. While work was still going on, annexation took place, in consequence of which all these works were taken over by the present Government and vigorously pursued on a far bigger scale.

The scheme for Fusan was to construct two iron piers, amplify the landing-place, and dredge the harbour. Pier No. 1 was made to accommodate at one time two steamers of 4,000 tons each on one side of it, and on the other it was directly connected with an extension of the railway station. Pier No. 2, running parallel with No. 1, was made much longer, enabling it to moor four steamers of 20,000 tons at the same time, two on each side, and was equipped with three railway tracks on which light engines for haulage are employed. Besides, longshore sheds were built, and the harbour mouth was deepened. The work was completed in 1918 at the cost of 3,880,000 *yen*.

These arrangements were all based on a maximum capacity of 700,000 tons a year, but trade through the port showing



Dock at Jinsen (Chemulpo)



Another View of Same Dock

additional 850,000 *yen* and the work will see completion in 1927.

The larger harbours being thus improved, the next to claim attention was Seishin, as destined to play an important part in the development of North Chosen. Necessary investigations being almost finished, actual work was started in 1922 as an eight-year enterprise at an estimated cost of 2,500,000 *yen*. As for other harbours of importance such as Kunsan, Mokpo, Yuki, etc., adequate attention has been paid them and work in each is actively going on as a four to six year enterprise.

### River Improvement

The large rivers in Chosen, such as the Oryoku-ko, Daido-ko, Kan-ko, Kin-ko, and Rakuto-ko, are of great value to traffic though they have not yet been utilized to their fullest extent. On the other hand, their inundation, an almost yearly event, results in more or less damage being done to the lands traversed by them, mainly because little has ever been done to keep them within proper bounds, and also because the precious forests at one time bordering them have been cut down regardless of resultant evils. On the establishment of the present régime, therefore, serious attention was paid to the matter of river conservation, and all immediate steps possible in existing circumstances were taken toward this end, while fundamental investigation was undertaken of eleven large rivers as a preliminary to a permanent riparian undertaking, and resulted in an eleven-year programme, taking in six selected rivers at an estimate of 48,000,000 *yen*, being started in 1925.

### Waterworks

Owing to the nature of the soil Korean water is generally

very hard, and even the well-water is found in many cases not good enough for drinking purposes. Moreover, it not seldom happened that the natural supply of water ran short, especially in the large towns, thus menacing the people with much danger to health. To remedy these inconveniences the authorities have continuously encouraged the construction of modern waterworks wherever possible.

The only cities possessed of waterworks in pre-annexation days were Keijo, Heijo, Fusan, and Mokpo, but now no town of importance lacks such provision, and the number of towns so provided has risen to 29. In the establishment and operation of them both Government and local public bodies took part, but in March, 1922, the Government transferred the waterworks run by it to their respective towns, though in the case of new construction financial help is still given by it in proportion to the need, and the subsidies so far granted amount to some 5,700,000 *yen*, representing about 50 per cent. of the total cost of new construction.

### Public Buildings

At first most of the public offices in the country were housed in old native buildings, but these being found far from convenient for the conduct of business, the Government annually spent two to three million *yen* in constructing them or in replacing them by new buildings, and after the year 1920 the budget estimates for buildings were more than doubled owing to expansion in the various public undertakings, including the erection of new Government-General offices, the Chosen Shrine, and Keijo University.

The wooden buildings of the Government-General on the south side of Keijo were taken over as its offices from the former

Residency-General after temporary repairs had been made, so it was decided after careful study to build a permanent home in the grounds of Keifuku or North Palace. The new edifice is a five-storey one of ferro-concrete in modern Renaissance style, covering a floor area of 1,115 *tsubo*. The work was started in 1916 as a ten-year enterprise at an estimate of three million *yen*, but the rise in the price of material as well as in the scale of wages obtaining in recent years more than doubled the cost as originally estimated, and in January, 1926, the Government entered its new home.

For the erection of a grand shrine in Chosen as the centre for national ceremonies, a site was selected on Nansan or South Hill, Keijo, commanding a fine view of the country around. The work was begun with a ceremonial purification of the site in May, 1920, at an estimated expenditure of 1,500,000 *yen*, and was completed as arranged in October, 1925.

The establishment of Keijo Imperial University as the coping-stone of all educational institutions in the country has been in steady progress since 1924 as a four-year enterprise at an estimated cost of 1,668,000 *yen*. Its site in the north-east of the city covers 45,000 *tsubo* in extent, and the buildings under construction include library, main hall, and class-rooms for the several departments.

# POLICE

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## Outline

The police system in Chosen was more or less established on a modern basis after the conclusion of the Russo-Japanese War in 1905, when the Korean Government engaged a Japanese adviser to institute reform in it. Proving still inadequate to safeguard life and property, it was arranged to make use of the Japanese gendarmerie stationed in the country for the protection of telegraphs and railways, and in 1907 they were additionally charged with the duties of both "high and ordinary police."

In this way the police and gendarmerie were made to work together as guardians of the peace, but they often failed to show a united front in action because of difference in organization, a serious handicap to efficient co-operation, and the need for closer unity was very keenly felt, as the country was constantly a victim to depredations by ruffians and bandits. Accordingly, in June, 1910, shortly before the annexation, they were combined into one force at the request of the Korean Government, and placed under the direction of a single authority. A police headquarters was next established in Keijo with the commander-in-chief of the gendarmerie at its head, and a subordinate office in each province with the local gendarme captain in charge of it. According to local requirements, gendarmes and police were separately distributed. Railway centres and peaceful towns had a police station in them with a police sergeant or inspector

at its head, while outlying districts were policed by gendarme detachments. By this division of duty it was hoped to ensure the maintenance of order and security with the minimum of trouble, and the system remained unchanged after the annexation, as it seemed unwise, nay, impossible to alter it in view of the existing situation.

During the ten years that followed, however, the change in social conditions was so great that the popular cry for a civilian government became ever more insistent, and the Government, too, saw the necessity of remodelling the system on the one in force in the homeland. In consequence, in August, 1919, a police bureau was organized in the Government-General as a central organ, thus replacing the former headquarters, and to it was entrusted the entire administration of police and sanitary affairs. At the same time, power over local police was transferred to the provincial governors, a police department was formed in each provincial office with a civil servant at its head, and a police station in every important town and district with a staff of police officers, pure and simple.

The policy of using gendarmerie as the principal police force, except in wartime, was much criticised at home and abroad, but it may be said with truth that, had it not been for this half-military, half-police system, peace and order could never have been preserved during the time of strain consequent upon the change in the government of the country. However, it was clear that indefinite continuation of the system adopted as a temporary expedient would be unjustifiable and undesirable, and the Government itself was desirous of discarding it at the earliest opportunity, and felt able to do so in 1919.

The police system then underwent a sweeping change, and although the services of gendarmes were retained in certain localities for a time, owing to the impossibility of immediately



filling their places with civilians, they were dispensed with as soon as men could be found to take their place, and this was fully done four months after the reform.

The number of gendarmes discharging police duties under the old system was about 8,000, and the replacing of these by civilians, Japanese and Korean, raised the police force to 16,835, including 2,000 new men. This force was distributed among 247 police stations with 121 police boxes in urban districts, and 1,438 police offices in rural districts.

As time went on, their duties grew increasingly heavy, and since nearly half the country was still unprovided with police organs, extension work was undertaken so as to put the entire land under the standard of "one organ to every community." The year 1919, therefore, saw 250 urban police stations with 160 police boxes, and 2,300 rural police offices in existence, with a force of over 20,000 officers and men, and later on some addition to their strength was made and redistribution effected wherever possible, thus bringing the policy pursued to a stage of almost complete realization. Late in 1924, however, following the general retrenchment policy, reduction in the police personnel was made by about 2,000 men, and the present force stands at 18,450, embracing 1,260 officers and 17,190 men. As for the frontier guard, some 600 men were added early in 1922 to replace the gendarmes stationed at important points, and these were later reinforced, the better to provide against possible raids by Manchurian bandits and Korean outlaws.

Meanwhile, for the greater improvement of the police force, the police training institute in Keijo was enlarged in scope and brought under the direct management of the Government. Recruits for the service are admitted under examination and go through nine to twelve months' training in this school. The major subjects taught include morals, law, police administration, criminology, hygiene, gymnastics, etc.

## Police Control

Formerly, the exercise of police control varied as between Koreans and Japanese, each having its own law to follow, and this was the source of much confusion, but after the establishment of the present régime it was arranged to bring both under single control and so conduce to the better maintenance of public peace. Some of the more important police regulations revised or enacted in consequence of this were: For the control of dangerous objects, new regulations for fire-arms, gunpowder, and other explosives were issued in 1912, and for steam-engines and motors in 1915. Regarding business control, new regulations for second-hand stores, pawnshops, bath-houses, hotels, restaurants, scribes, *geisha*, and licensed brothels and prostitutes were enacted between 1912 and 1916. For the control of traffic, regulations for roads and all kinds of vehicles were enacted from 1913 to 1917, but those for bicycles and automobiles were revised in 1921, and it was then prescribed that pedestrians must "keep to the left" to minimize the risk of street accidents. In addition, provisions were made for building, hunting, speculation, raising of contributions, etc.

The first regulations relating to fire-brigades were issued in June, 1915, providing for their formation and operation, but in September, 1917, these were revised so as to be more suited to local conditions. At present there are 848 fire-brigades throughout the country, including 11 Japanese, 272 Korean, and 540 Japanese-Korean, staffed with over 54,500 men, and all expenses are borne by their respective towns.

## Maintenance of Order

In the days when the police system still remained undeveloped,

trouble was incessant in the country owing to the presence of numerous bandits and vagrants, and especially so in the highlands of Kogen and North Keisho, the haunts of armed robbers called "*hoajok*" (literally, fire robbers). After 1894, the year in which the famous Tongkak rebellion broke out, whole provinces were thrown into great disorder by these predatory bands, while, on the other hand, the frequency of change in the central government was such as to preclude any idea of security. To make the matter worse, a grave incident happened when, in July, 1907, the new agreement concluded between Korea and Japan brought in its train the disbandment of the Korean army. Deeming this a gross reflection upon their loyalty, one of the regiments in Keijo broke out into open mutiny, and this gave rise to riots in many places. In fact, rioters were rampant everywhere, and, giving themselves out as patriots, abandoned themselves to plunder and murder. Local rowdies and ruffians taking advantage of prevailing disorder also behaved in a most lawless manner.

North Keisho, Kogen, Keiki, and Kokai were the provinces that suffered most terribly from their depredations. As the situation looked very critical, the Japanese troops and gendarmerie were set in motion under a special mandate from the Korean Emperor to co-operate with the Korean police for the suppression of these refractory elements. Even while such action was going on the insurgents were invited to renew their allegiance under promise of free pardon, and road-construction was started to provide work for those voluntarily forsaking their evil ways. By the end of 1909 nearly all the trouble-makers had been conquered, though in remote mountain districts remnants of them still made their appearance. After the annexation a reign of tranquillity set in, though there were not a few who still harboured ill-feeling against the Japanese rule, but they were far too feeble to rise in revolt, and the one thing left them was to flee abroad, and from a safe distance preach insurrection to their fellow-countrymen.

During the European War some Koreans, believing in German superiority, recklessly gave out that the time had arrived for the regaining of national rights, and more especially so after the second Russian revolution in 1918, which facilitated the eastern march of German influence and caused foreign powers, including Japan, to dispatch forces to Siberia to check its progress. At this juncture, Korean malcontents abroad started a movement for the union of all their countrymen, and for making known to the world their will for national independence by concerted action within and without. No doubt they were led to such idea by the enunciation of the Wilsonian doctrine of self-determination for small nations, the full meaning of which they were apparently unable to grasp. Be that as it may, in January, 1919, they dispatched propagandists in secret to the interior of their homeland, and also to the city of Tokyo, to rouse to action kindred spirits, whom they found largely among students, and these latter quickly became the backbone of the movement.

Meanwhile, members of the Tendo-kyo, the largest of the native religious sects, perceiving this ferment in popular sentiment, became possessed with the same ambition and soon joined hands with persons of the same mind among Buddhists and Christians, and the movement culminated in the uprising on March 1 following.

The so-called independence agitation prevailed over the entire land for a time, but it was completely stamped out in about two months. During the time many Korean Christians were punished more or less severely in connexion with the disturbance, and voices were raised against the Government that it was persecuting Christian converts, but the truth is they were dealt with not because of their faith, but because of their participation in the rising. As a matter of fact, scarcely any members of denominations other than Presbyterian and Methodist were arrested or imprisoned, simply because they stood aloof from politics and

took no part whatever in the agitation. Such fact is enough to dispel any false impression on this point.

Since that year disaffected Koreans have been able to do nothing of any consequence, as the strengthening of the police force and the popular awakening to the utter futility of the movement have done much to nip intrigues in the bud, and also made collective demonstrations practically impossible. Though there are still some rebellious Koreans secretly trying to mislead the masses by sinister means, their efforts are foredoomed to failure, for the people are in no mind to respond to their instigation, while the steady advance since made in new liberal enterprises further inclined the public mind throughout the land to a peaceful and law-abiding state of existence.

For some years, as March 1, the day of "rising," or August 29, the anniversary of annexation, drew near, rumours were heard that something would occur, but those memorable days passed by without seeing any untoward event. However, bands of Koreans living across the Yalu did at times succeed in crossing the border and wantonly committed murder, arson, and pillage in the districts invaded by them, but the tightened defence of the frontier has since rendered such inroads more hazardous and consequently less frequent, much to the relief of the inhabitants of the frontier provinces.

### **Protection of Koreans Abroad**

The exact number of Koreans abroad is not known, but the latest investigation puts it at more than a million, the majority of whom reside in Manchuria and Siberia, and are generally engaged in farming. Nearly all these Koreans have left their homes with no other ambition than to earn an easier living, and

more than anywhere else have they been attracted to Chientao and Maritime Province, for these regions, with their vast tracts of fertile, virgin soil, and their close contiguity to their own native land, offered to their eyes a veritable land of promise. Naturally enough they have been migrating thither in a constant stream for many years, and at present number nearly 400,000 in Chientao alone, where agriculture may be said to be almost exclusively in their hands. At all times they have outnumbered the Chinese there, so much so that the question once arose whether Chientao belonged to China or Chosen.

Among the Korean residents in Manchuria, Siberia, China, Hawaii, and the United States are found not a few who fled the country because of political discontent or despair at the time of annexation, and these cajoled or extorted money from their honest, hard-working nationals under the plausible pretext of raising funds for the nationalist movement. But neither their deception nor coercion appears to have influence any longer with the Koreans in general, who are already wide enough awake to realize the utter futility of their movement, while the so-called Korean Provisional Government established at Shanghai in the spring of 1919 was recently compelled to disband by the French authorities. Though its members still continue their secret activity with Bolshevik backing, they have entirely lost credit among their own people, and even among themselves are bitterly divided because of the lack of funds and the difference in view. It is believed that sooner or later they will disperse and be buried in oblivion.

For the protection of Koreans living beyond the frontier, particularly in neighbouring Chinese territory, a special item was incorporated in the annual budget in 1920, and the Government, in co-operation with the Japanese consulates in Manchuria, is doing its best for their welfare by founding schools, hospitals, and monetary facilities, and even by providing for the relief of poor Koreans in times of natural calamity. These and other

measures are producing a beneficial effect on the minds of those Korean residents, and they are learning to appreciate the protection thus afforded by the Japanese authorities, with the result that the atmosphere in the borderland is very quiet despite the existence of communists and lawless elements who at intervals display activity against their peace and order.

# JUSTICE

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## Introductory

The judicial system in Chosen obtained a good start on the road to improvement during the protectorate régime. As a matter of fact, in the year 1906 the initial step toward reform was taken by the Korean Government by engaging a Japanese legal adviser for its Department of Justice, and later one for each of the principal courts. But in those days the Korean executive and legislative were badly confused, for within each provincial office stood a court, in which justice was generally administered by local magistrates possessed of little or no knowledge of jurisprudence, and the only independent courts were Keijo Saibansho, or court of first hearing, and the Heiri-in, or court of last resort. Bribery was openly practised, authority abused, and the entire system was in indescribable disorder. It seemed, indeed, impossible to secure the reality of any reform by indirect assistance, so Prince Ito, first Resident-General, under the new agreement in 1907 caused judicial affairs in Korea to be entirely separated from those of the executive. Then it was that, after the example of Japan, law courts were constituted on the three-trial system, and to the important posts in them professional Japanese were appointed.

However, in order to ensure security of life and property in Chosen, further consolidation of the system thus initiated was called for, but the Korean Government being financially powerless to do anything for itself, the entire judicature of the country was at last entrusted to the care of Japan in 1909. As the outcome



of annexation in the year following, extra-territoriality enjoyed by foreign residents came to an end, and all the people in the land were alike brought under Japanese jurisdiction.

Under the system of "three instances," there are three kinds of law courts with a procurator's office attached to each. Local courts deal with the first hearing of both civil and criminal cases. A court of appeal deals with appeals against a judgment pronounced by a local court, while the Supreme Court passes final judgment on appeals against a decision by a court of appeal, and also performs those functions vested exclusively in the highest tribunal. In a local court the hearing is held by a single judge as a rule, but when it is a question of a civil suit involving 1,000 *yen* upward, or a case of personal process or some other specific case, three judges sit. A court of appeal is presided over by three judges and the Supreme Court by five, and so form collegiate courts. Simultaneously with the adoption of this system rules for lawyers, notaries public, and bailiffs were published.

The competency of Korean judges and procurators was formerly limited to the handling of cases, civil or criminal, in which Koreans only were involved. But such restriction being thought no longer necessary, revision of the regulations for courts of justice was again made in March, 1920, with the object of doing away with all objectionable discrimination between Korean and Japanese functions on the bench.

At first, judges had no security of tenure, but in 1911 some revision was made in the regulations for law courts by which judges serving the Government-General were secured their positions for life unless they forfeited the privilege by being condemned to imprisonment or by laying themselves open to disciplinary punishment. Nevertheless, as a special provision was still retained making it possible for the Governor-General to order them suspension of duty whenever deemed necessary, the regulations

were further modified in 1921 so that judges might enjoy the feeling of absolute stability in their independent capacity.

At the same time an age limit for the bench, modelled on the one in Japan, was introduced, by which the retiring age for the President of the Supreme Court was fixed at 63 and for judges in general at 60, though, on a resolution by a general council of the Supreme Court, the period of service could be prolonged by no more than five years in the case of men of very exceptional merit.

Eligibility for the bar in Chosen, as defined by law, has been granted to those licensed to practise law in Japan, and those who have previously served on the Korean bench or bar. But in December, 1921, an examination system for Chosen was specially instituted, thus holding out a new opportunity to candidates, either Korean or Japanese, for the Korean bar. The examination is held once a year and the number of successful candidates since 1922 is 25.

The system of mediating between disputing parties in minor civil matters, without, if possible, going to law was started in 1910, and shows a good record each year. During 1926 the total number of cases receiving good offices at the hands of the local police reached about 3,000, of which some 50 per cent. were amicably settled, the others meeting with failure, or else were withdrawn or were still pending.

The present number of law courts is 229, embracing 1 Supreme Court, 3 Courts of Appeal, and 11 Local Courts with 46 branches and 168 sub-branches, with a personnel of 183 judges, 77 procurators, 4 chief clerks, 4 interpreters, and 679 clerks and student-interpreters.

### **Interterritorial Laws**

Owing to the dissimilarity in usages and conditions in Japan

proper, Chosen, Formosa, and Kwantung Province, each of these component parts of the Japanese Empire was left free to make special laws within its own jurisdiction. The consequence was that certain laws made in and applicable to one part did not pass in the others, while no legal connexion existed between them for matters of common interest. For instance, a company established according to the law of any one Japanese territory other than Chosen was not legally recognized in Chosen, and consequently was not permitted to amalgamate with one or more founded in Chosen, nor to transfer its main office to Chosen. Moreover, a criminal offence committed in a Japanese territory other than Chosen could not be dealt with in Chosen, even though the offender was known to be in the country, simply because there were no provisions by which action might be taken. In order to remove all such handicaps, interterritorial laws were enacted in 1918, and all were put into force that year, except the provision relating to transfer of one's domicile.

Concerning the transfer of one's domicile, the individual parts of the Empire had so far reserved enforcement of it, owing to the incomplete connexion of census registration between them. In Chosen, however, the ground having been fully prepared, the transfer law in question was made public in June, 1922. By virtue of this new law Koreans and Japanese intermarrying are legally entitled to be enrolled on one or the other's family register.

### **Abolition of Flogging**

Flogging was long a common form of punishment with the Koreans, and when properly administered was suited to their mental condition as a penalty for minor offences. Indeed, in a majority of cases it had a more effective value than the infliction

of a short imprisonment or the imposition of a fine. Hence, when the provisions of the criminal law were adjusted and unified in 1912, this method of punishment was still retained for Korean criminals, though its application was limited to the physically fit, aged men, women, and children being expressly excluded.

In the meantime, it was fully recognised that such system, however effective it might be in its way, was not justifiable in the light of modern penology, while the social awakening of the people made it even more inadmissible. So flogging was finally deleted from the list of penalties in March, 1920.

### Registration System

Formerly, the creation or transfer of Korean rights relating to real estate was conducted simply according to usage, that is by means of a mere note officially issued, or of a bill of sale handed over by the former owner, and in these transactions there was so much roguery practised that there was seldom any certainty as to the rights thus obtained. In the early part of the protectorate period, therefore, a certification system was adopted, by which all contracts concerning the disposal of lands or buildings were to be registered and certified at the competent town or district office. It was also ruled that the certification for preservation of ownership should be obtained in the same manner.

After the annexation, a registration law for immovables based on the one in force in Japan was enacted to confirm by registration any acquisition, loss, or change of real estate. The system was first adopted in 1914 in the 29 centres furnished with cadastre books as the result of the country-wide survey being carried on. With the completion of the cadastres in other districts its application was extended, and in 1918 it covered the entire land,

thus completely superseding the former certification system, and all the business connected with it came into the hands of local courts and their branches.

With regard to perpetual leases in the foreign settlements, it was arranged at the time of annexation that the existing system should be allowed to continue for a time, and each consular office was to conduct registration as before for its own nationals in accordance with the law of the country represented. But with the revision effected in the local administration in 1914 this arrangement came to an end, and all business regarding foreign perpetual leases was transferred to the competent law court.

### **Revision of Civil Law and Census Registration Law**

The civil law for Chosen was promulgated in March, 1912. Though in principle it was based substantively and adjectively on the one for Japan, much of native usage was contained in those provisions relating specially to legal capacity, relationship, and inheritance. It was found, however, after the lapse of ten years that the advanced social condition was calling for revision of it, and this was done in 1922, making the Japanese civil law applicable to Koreans in matters of nubile age, judicial divorce, bastardy, family council, acceptance of succession, and separation of property, and it was also provided that personal acts mentioned in the law, such as creation of a collateral family, revival of an extinct family, marriage, adoption, and divorce by mutual consent, should become valid when duly reported to the proper authorities.

The census registration law was originally enacted by the Korean Government, but the text being worded too simply and lacking in details of procedure, the administration of it was always attended with much trouble, and it, too, needed revision. So

after a long and careful study, new regulations for census registration were promulgated in 1922, by which not only were marriages between Japanese and Koreans made legally valid, but duplication or non-entry of domicile in the census register, a by-product of unrecognized inter-marriage, was in the main precluded and the status of children born to them was made clear.

### **Public Deposit System**

Deposits of moneys and negotiable instruments made by way of meeting obligations, giving security, etc., were taken charge of chiefly by authorized banks or by warehousing companies or other agents especially appointed by the Chosen Administration. However, the financial law of Japan as recently revised wrought an important change in the management of Treasury affairs by adopting in 1921 the system of putting the national receipts on deposit with the Central Bank, instead of holding them in the Treasury itself as hitherto. This necessarily caused revision in the Public Deposit Law to provide for establishment of Public Deposit Offices for the conduct of all the foregoing business. Following suit, similar independent organs were established in Chosen in 1922, and they now number 11, each being located in the seat of a Local Court.

### **Judicial Service**

During the year 1911 the number of civil cases received at law courts was about 26,000, but in 1926 they numbered as many as 63,000 odd. Classifying them under typical "first

instance" cases: (1) Cases of personal process numbering 190 in 1911 rose to 1,500 in 1926. Such increase was mainly due to legal permission being given to petition for divorce by wives, a thing wholly denied them in former days; (2) cases about landed property numbering 4,430 in 1911 increased to 9,270. This comparatively small increase was surely due to the establishment of titles as the result of land investigation, and also to the confirmation of rights secured by registration; (3) cases involving buildings, only 526 in 1911, soared to 1,641. This may be taken as a reflex of the housing problem which has become very prominent of late; (4) cases about pecuniary matters numbering some 2,000 in 1911 swelled to 36,500. The main cause for such increase is the adverse economic conditions since 1920; (5) cases concerning tenancy, formerly unheard of but now coming to the fore along with the change in the social ideas of the people, reached 646 in 1926.

The number of criminal cases officially taken up reached 7,900 in 1911. Since then a yearly increase has been witnessed, and in 1926 a total of over 32,000 was recorded. The principal cause of this tendency lies in the ever-growing complexity of the social organization, inevitably leading to an increase in crime in general, while the greater efficiency of the police in effecting arrests must be a contributing factor. Another reason by no means without weight is that injured persons, formerly suffering in silence through fear of consequences, no longer hesitate to appeal to justice against wrongs done to them.

Grave crimes, such as murder, robbery, etc., were formerly quite numerous in the country, but it is evident that they have on the whole tended toward diminution year by year, thanks to the better maintenance of order and security, while the decrease in cases of seizure and abduction may be ascribed to the gradual disappearance of such old abuses as the carrying-off of young widows. Intellectual crimes, on the other hand, such as fraud,

forgery, perjury, etc., have yearly increased, and the tendency is for greater skill to be shown in committing them. It is also to be noted that political offences, so strikingly numerous during 1919, have considerably decreased since that turbulent year, though among them cases are still not lacking of real blackmail or robbery perpetrated under the mask of pseudo-political movement. The following table gives the classification of important criminal cases tried and decided in the first instance in more recent years as compared with 1911 :

Year	Offences against Forest Law	Gambling, Lottery	Disseizin	Larceny	Fraud, Blackmail	Forgery, Perjury	Pilfering	Injury	Robbery	Murder	Seizure, Abduction
1911	81	1,542	339	3,981	1,358	263	112	430	1,182	263	264
1921	822	3,215	1,460	4,928	2,439	512	279	2,984	1,148	306	190
1922	862	4,342	1,156	4,530	2,269	430	231	2,874	605	195	153
1923	586	3,455	845	3,439	1,545	344	137	1,618	514	240	140
1924	574	2,756	561	3,854	1,457	241	101	1,591	567	221	100
1925	838	2,820	542	3,904	1,279	203	118	1,889	595	200	90
1926	630	2,078	491	4,039	1,567	270	118	2,865	490	268	129

## Prisons

Most of the prisons under the old régime were attached to police stations, and not only was their accommodation of the worst description but the prisoners suffered gross maltreatment. Indeed, a prison in those days was literally hell, no human interest ever being taken in the condition, physical or spiritual, of its inmates.



Early in the protectorate period, therefore, when Korean judicial independence was secured, the matter of prison reform also claimed consideration, and new prisons were established in the chief centres. A further change for the better was made when, in 1909, the Japanese Government took over by agreement all the judicial functions of the country and ran the prisons on a modern system, and after the annexation, a new prison law was enacted in 1912.

The prisons taken over, 16 in number including 8 branches, were all in old Korean style with but few exceptions, and great difficulty was experienced in their management. So improvements were steadily introduced in their building and equipment to cope with the annual increase in prisoners, and the end of 1919 saw 10 prisons and 13 branches in existence, with their accommodating capacity far greater than ever before. With the abolition of flogging in 1920, further expansion was undertaken, and this in 1922 resulted in five branches being made independent, and the erection of four more branches. At the same time, following the example of the homeland, juvenile prisons were established in Kaijo and Kinsen, and in the treatment of female prisoners, though comparatively small in number, arrangements were made for their proper accommodation.

The prison officials in 1922 totalled about 23,000, comprising wardens, jailers, jaileresses, chaplains, medical men, etc. This figure indicates an increase by more than double since the inauguration of the present régime. But in 1923-24 more than 300 were discharged in conformity with the policy of financial retrenchment.

For the training of jailers a school was established in 1918, in which accepted applicants are instructed in their new duties, and picked men already in service are occasionally sent to Japan to attend a higher technical course.

In 1909, when the Korean prisons were transferred to Japanese

control, the prisoners numbered approximately 5,300. Increasing each year, they rose to some 16,000 in 1922, consequent on the wide-spread disturbance of 1919 and the abolition of flogging in 1920, but in 1926 they decreased to about 13,000.

Prior to 1909, prison labour was so little practised that convicts set to work averaged less than 30 per cent. of their number. For the sake of keeping discipline and health, efforts have since been made to find work for all convicts, and at the end of 1919 over 90 per cent. were found work to do. Further, to turn to more account the skill and labour of convicts a special working plan was adopted in 1919 for making extension in profitable works and thereby obtaining enhanced returns. The prisons are now provided with workshops of every kind, and no prisoner is suffered to be idle. The principal trades worked by them are brick-making, paper-making, shoe-making, weaving, tailoring, cabinetwork, stonework, etc. This has not alone added greatly to the physical well-being of prisoners but made possible the provision of better bedding, clothing, and food. Each prison has a good staff of medical experts, and this, coupled with sanitary improvements, has almost succeeded in banishing such common diseases as prison-fever and scorbutus, and the beneficial effect of all this is seen in the much diminished death-rate among prisoners.

For the mental reform of prisoners, care is taken to give them religious teaching, schooling, and recreation. As chaplains, Buddhist priests are generally engaged to serve them, while Christian prisoners are allowed to read the Bible and pastors are at times admitted to give them devotional talks. This proving conducive to the promotion of good behaviour on the part of prisoners, the number of those released on ticket-of-leave has yearly increased.

Prisoners under the age of 18 or specially circumstanced are made to attend the prison school, where they are taught morals, the Japanese language, arithmetic, etc., so that they may lead an honest life after their discharge.

For the protection of ex-prisoners there are now 27 associations established in towns in which prisons are situated, and their work is substantially encouraged by the Government, which has granted them a yearly subvention since 1913. The ex-prisoners aided by these protective organs numbered 6,500 in 1926.

Since the annexation general pardon has been granted to prisoners several times by Imperial grace. The first came at the time of annexation, when grace was extended to 1,711 prisoners, the second was on the demise of Emperor Meiji in 1922 when those specially amnestied numbered 4,767, the third followed on the death of the Empress Dowager Shoken in 1914, when 8,872 prisoners shared the Imperial clemency, the fourth was on the the great occasion of the Coronation in 1915, when the number of those receiving the special favour reached over 10,000, including six notable Koreans in jail for plotting to assassinate the then Governor-General, and the fifth came after the marriage of the Korean Prince Yi, Jr. to the Japanese Princess Nashimoto-miya, which took place in April, 1920, when 3,633 prisoners had the favour of being pardoned in whole or in part. Another amnesty was proclaimed in January, 1924, to commemorate the marriage of the Japanese Crown Prince, and thanks to this happy event over 14,000 prisoners shared in the Imperial beneficence.

# LOCAL ADMINISTRATION

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## Introductory

Local administration in Chosen was formerly in a very confused state. In addition to various local offices, there existed a number of other distinct organs, inclusive of those for Japanese, Chinese, and foreign residents, and their relations were so mixed that when annexation was effected readjustment of them was an imperative need, but in this time of transition, when everything was necessarily in an unsettled state, sudden radical changes were avoided as far as possible, and even the question of the settlement system was held over as it required delicate negotiation with the Powers interested, so a beginning was made by closing Japanese residencies and revenue offices, and forming a department in each of the 13 provinces to take charge of financial affairs.

Although the administrative boundaries of urban and rural districts were left as before, there was wide discrepancy in their area, population, and resources, and it followed that some towns and villages bore much too disproportionate a burden of taxation. To rectify this, proper readjustment of them became necessary. Accordingly, the area of each county was reduced or extended to about 40 square *ri* with an average population of 10,000, and that of each town or village to 4 square *ri* with an average of 800 families, while each municipality was reduced to its natural limits by taking from it adjacent villages. This alteration left the number of cities as before at 12, but reduced counties from 317 to 220, and towns and villages from 4,322 to 2,503. In

addition, two island districts were formed with a governor for each. Below are given the local administrative divisions as at present constituted:—

Province	Area	Percent- age of Total Area	Population	Divisions			Seat of Provincial Government
				Municipalities	Districts	Towns & Villages	
Keiki	<i>Sq. mi</i> 830.83	5.8	1,948,953	2	20	249	Keijo
North Chusei	480.93	3.4	826,700	—	10	110	Seishu
South Chusei	525.59	3.7	1,249,154	—	14	175	Koshu
North Zenra	553.13	3.9	1,350,033	1	14	188	Zenshu
South Zenra	900.41	6.3	2,128,230	1	22	268	Kwoshu
North Keisho	1,231.16	8.6	2,294,862	1	23	272	Taikyū
South Keisho	797.78	5.6	1,960,532	2	19	257	Fusan
Kokai	1,084.82	7.6	1,417,422	—	17	226	Kaishu
South Heian	967.70	6.7	1,245,934	2	14	165	Heijo
North Heian	1,844.24	12.8	1,394,222	1	19	193	Shingishu
Kogen	1,702.79	11.9	1,307,145	—	21	178	Shunsen
South Kankyo	2,073.36	14.5	1,361,006	1	16	141	Kanko
North Kankyo	1,319.19	9.2	619,727	1	11	81	Ranan
<b>Total ...</b>	<b>14,311.99</b>	<b>100.0</b>	<b>19,103,000</b>	<b>12</b>	<b>220</b>	<b>2,503</b>	

A provincial governor, while being subordinate to the Governor-General, administers the affairs of his province, supervises all public bodies, and is authorized to issue local ordinances. At first he had no power over the local police, for this stood entirely separate from all other executive organs and was controlled solely by a police captain. But in August, 1919, when the gendarme system came to an end, the local police was transferred to the

hands of provincial chief magistrates, and in each province a police department was formed, composed of police, sanitary, and quarantine officers. During the initial stages of the new administration a policy of centralization was necessarily adhered to, but the adoption of a policy of decentralization necessitated by the progress made in social matters has led to the powers of a provincial governor being greatly widened.

As for the abolition of the foreign settlements, it was found possible in March, 1914, to accomplish it by agreement with the nations concerned. In the following month, on the new municipal system coming into force, jurisdiction of the foreign settlements was incorporated into that of their respective cities, while management of Japanese public education in those cities was handed over to the school associations organized within each municipality. In this way the question of adjustment and unification of the local administrative system was brought to a successful conclusion.

In consequence of the above revision all business regarding the registration of perpetual leases, hitherto conducted by the consular representatives of the Powers interested, was turned over to the law courts. A perpetual lease being a particular right of property, the provision of ownership was correspondingly applied, and foreign lease-holders of land in perpetuity were given the option of converting their lease into actual ownership, while those preferring to make no alteration in their titles were required to pay taxes as a rule on a par with actual landowners.

### **Formation of Local Councils**

After a year or so of careful inquiry into the subject, further revision was made in the local system, and in July, 1920,

advisory bodies were established throughout the country. Of course these organs were meant as the first step toward realization of local self-government, since the condition of Chosen did not justify immediate enforcement of a complete system of local autonomy, while the people themselves needed a course of training to fit them for self-government.

The local administrative system in force in Chosen had, as its lower organs, *Fu* (municipal) and *Myen* (town & village) magistracies with prefects and headmen appointed by the Government, while Koreans and Japanese each maintained a separate organ for the conduct of educational affairs. There were also irrigation associations, and these and the school associations were the only organs possessed of anything approaching a self-governing aspect. Although all the larger towns had their own advisory bodies, they were formed of comparatively few members, all of whom were officially appointed, so they did not represent the will of the people in its full sense. On the other hand, each province, city, and district had its body of councillors, but since its members were appointed and their posts were merely honorary they scarcely served as spokesmen for the populace.

In revising the organization of these local bodies, therefore, it was arranged that their membership should be more elective than appointive and be increased in number, and at the same time all rural communities should be provided with similar institutions for discussion of financial and other important matters. Since, however, the elective system was quite new to the Koreans in general, and, if enforced without discrimination, might bring about trouble amongst a people full of party feeling, it was decided members should be elected by popular vote only in the cities and in certain designated towns, and be appointed in all other places by the district magistrates, who in making such appointment were bound to respect the opinion of the principal inhabitants in their localities.

The revised system came into effect in October, 1920, and the first election of members of councils of municipalities and designated towns was held in the following month. At first the Koreans assumed a nonchalant air with regard to it, many of them evidently being duped by the seditious talk of agitators. However, as the election day drew near they began to show themselves almost as much interested as the Japanese, and the elections were carried out without a hitch. The term of representation in these councils being three years, the second election was held in November, 1923, and the third in November, 1926, and each time great improvement was seen in the manner of both canvassing and voting. The following list gives the result of the third election in 12 cities and 43 designated towns:

		Voters	Votes Cast	Percentage	Members Elected
Cities ... ..	{ Japanese	12,030	9,808	81	146
	{ Korean	8,576	6,704	78	84
Towns ... ..	{ Japanese	4,694	4,069	—	159
	{ Korean	4,538	3,459	76	139

The third election and appointment of members of provincial councils took place in March, 1927, and proved more successful than either of the previous elections. Below is shown the present composition of these provincial councils:

	Members Appointed	Members Elected	Total
Japanese ... ..	68	21	89
Korean ... ..	51	222	272



### **Inspection of Local Administration**

In old Korea an institution existed for maintaining certain officials charged with the duty of going about incognito to inspect local administration and check official oppression. This was highly spoken of as a good system in those days, but these secret agents are said to have frequently abused their power by turning the misdeeds of local officials to their own profit. Now that division between the judicature and the executive is distinctly marked out no official can abuse his power to oppress the people. However, in view of the fact that local public affairs had swollen considerably in both volume and substance, and that the power of provincial governors had been extended as a sequel of the decentralization policy, it was found necessary to institute thorough superintendence of their management in order to see that the enterprises undertaken were really adapted to the requirements and contributed to the promotion of popular interests, and an Inspectorate was formed in February, 1921, with an adequate staff of men, but this office was closed at the end of the fiscal year 1924 owing to the general financial retrenchment. On the other hand, a number of Korean secretaries have specially been appointed since 1921 to make close observation of local conditions. These constantly tour the country and by coming into contact with prominent persons gather from them the desired information.

### **Local Finance**

Local administration under the former Korean régime was divided into 3 classes, (1) provinces, (2) cities and districts, and (3) towns and villages, but in the ruling of them much of the feudal system was still retained, and the local magistrates often

abused their authority and collected more than the legal taxes on the pretext of providing for public purposes. Realizing the need for eradication of these evils certain regulations were issued in 1906, by which among other things it was provided that local expenditure on public enterprises of local importance should be met by lawful taxation. The institution remained unchanged until July, 1920, when new regulations were promulgated to suit the changed conditions. By these provisions the sources of revenue became more ample, the sphere of enterprise was extended, the treatment of local officials improved, and in deference to the popular voice advisory organs were created in the form of provincial councils.

At present the revenues of the provinces are mainly obtained by making additional levies on the land and urban land taxes, and by imposing house and household, market, abattoir, fishing, shipping, and vehicle taxes, supplemented by subsidies from the Treasury and receipts derived from government undertakings. The revenue thus obtained meets the outlays for public works, industries, education, sanitation, etc., of a local nature. Besides, there is a certain amount of interest accruing from the Imperial donation funds which goes to charitable works. The incidence and management of local expenditure are much the same as the homeland, save for the two items of local police and district those in office expenses, and these from financial considerations are borne by the Treasury.

The aggregate account for the provinces in the year 1910 amounted to a little more than 1,300,000 *yen*, but rising year by year through the general increase in receipts, it figured at over 7,500,000 *yen* in 1919, showing increase by nearly six times, and still more markedly has this been the case since 1920 by reason of the increase in taxation and the greater subsidy from the Treasury, as well as by extension in various local enterprises, thus swelling the budget for 1927 to 31,837,000 *yen*, or four and twenty times as large as that for 1910.

Description	1919	1925	1926	1927
<b>Revenue</b>				
Additional Levy on Land & Urban Land Tax ... ..	Yen 1,021,172	Yen 4,429,780	Yen 4,550,588	Yen 9,297,778
Household & House Tax ...	1,593,991	4,831,257	4,929,503	5,045,057
Market Tax ... ..	412,329	566,265	585,729	66,562
Abattoir & Slaughtering Tax	383,048	683,345	763,719	750,043
Fishing Tax ... ..	—	174,674	185,263	198,709
Shipping Tax ... ..	—	1,730	1,425	1,150
Vehicle Tax ... ..	—	644,985	692,732	746,426
Tax on Real Estate Purchase Receipts from Imperial Donation Funds ... ..	—	—	—	1,095,154
	910,158	951,979	943,972	953,622
State Subsidy ... ..	1,805,616	5,153,899	5,914,802	6,849,437
Balance Transferred ... ..	343,611	1,060,973	1,500,363	1,393,545
Other Sources ... ..	1,076,968	4,151,807	4,246,035	5,442,510
<b>Total ... ..</b>	<b>7,547,813</b>	<b>22,650,694</b>	<b>24,319,297</b>	<b>31,837,996</b>
<b>Expenditure</b>				
Civil Engineering ... ..	Yen 1,846,244	Yen 4,331,679	Yen 4,790,835	Yen 5,247,990
Industrial Encouragement ...	1,581,734	5,059,652	5,810,596	6,542,141
Affording Means of Livelihood	62,580	1,058,678	144,927	1,248,907
Education... ..	2,113,713	6,995,412	7,226,494	11,988,315
Sanitation & Hospitals ... ..	77,964	1,993,273	2,396,832	2,731,177
Relief & Charity ... ..	107,083	231,483	131,891	140,223
Provincial Councils... ..	—	72,997	74,586	74,186
Social Works ... ..	—	236,396	281,405	301,530
Transferred to Imperial Donation Funds ... ..	—	—	—	—
	71,378	18,763	37,988	52,904
Official Expenses ... ..	—	641,989	684,340	918,570
Loan Redemption ... ..	—	564,138	268,744	289,715
Miscellaneous ... ..	643,983	1,141,759	1,021,878	1,325,259
Reserves..... ..	143,184	454,420	443,782	474,074
<b>Total ... ..</b>	<b>7,547,813</b>	<b>22,650,694</b>	<b>24,319,297</b>	<b>31,837,996</b>

### Undertakings with Imperial Fund

The Imperial donation of 30,000,000 *yen* was a special grant made to Chosen in 1910, and of this amount 17,398,000 *yen* was allotted to cities and districts for creation of a fund for charitable works. The funds are held in permanent trust by the provincial governors, and the interest derived from them is devoted to providing work for the poor and unemployed, subsidizing public schools for Koreans, and to giving relief to sufferers in time of calamity. It being of late observed that the rapid change in social conditions is disadvantageously affecting the living of the lower classes, various social works have been started since the year 1920, and the establishment of public markets, bath-houses, lodging-houses, agencies for labourers, free medical treatment of the needy sick, and the care of orphans, etc., are being extensively carried on.

Undertakings with the Imperial grant are under the control of provincial governors, and in many cases coincide with similar works at provincial expense, so their specific accounts, kept separate up to then, were incorporated in the provincial budgets in 1917 for the sake of greater convenience in management.

As already alluded to, enterprises at provincial expense generally come under five heads: (1) Public works primarily concerned with roads, rivers, harbours, irrigation, etc., (2) sanitation occupying itself with vaccination, inspection of carcasses, building and maintenance of general and isolation hospitals, public wells, street latrines, etc., (3) industrial encouragement aiming at the development of local industries, such as agriculture, sericulture, stock-farming, forestry, fishery, weaving, paper manufacture, etc., (4) relief of the sick or dying on the road and other people in need, and (5) education, including the establishment or maintenance of various technical schools of secondary grade in addition to elementary educational works.

## Municipalities

Most of the present cities have grown out of the open ports, and in them several communities, Korean, Japanese, and foreign, formerly existed side by side, each pursuing its own system of control, so that many obstacles were experienced in conducting civic administration. In April, 1914, therefore, new organic regulations for urban districts were enforced, and all residents alike were brought under the same organization.

Cities were then created legal bodies, and their respective jurisdictional districts were made to coincide with those established as State executive divisions. The prefects, who are appointed by the State, represent *ex officio* the inhabitants, and conduct all municipal business with the aid of municipal councils as advisory organs.

The expenditure by cities was in principle to be defrayed with the income derived from rents, fees, and public properties, but these sources were quickly found anything but adequate and the chief source of revenue now lies in municipal taxes in the form of a sur-tax on the State taxes on urban land, income, and Exchanges, and local taxes on buildings, ships, and vehicles, aided by other special taxes, of which the major is the business tax. The chief items of expenditure are waterworks, sewerage, street improvement, markets, etc. The table below gives the aggregate accounts of 12 cities for recent years, revenue and expenditure being understood to be equal:—

1926	1925	1924	1923	1922	1911	1920	1919
Yen	Yen	Yen	Yen	Yen	Yen	Yen	Yen
10,926,026	8,702,518	8,465,462	7,978,774	7,379,664	4,214,553	3,749,238	2,388,121

The average amount of the burden on each municipal household was 5.72 yen for the year 1918, and in 1926 was 10.40 yen.

In each city the Korean population is two to four times as large as the Japanese, yet taking into account their economic condition, their share of the burden is generally in inverse ratio to that of the Japanese. Particulars are given in the following table:—

Description	Year	Japanese	Korean	Foreign	Total
Municipal Population	1926	217,921	580,349	16,457	814,727
	1925	214,198	535,390	13,925	763,513
	1924	207,647	511,913	14,209	733,769
Municipal Taxes	1926	Yen 1,422,811	Yen 453,841	Yen 72,443	Yen 1,949,095
	1925	1,397,522	494,301	74,335	1,966,168
	1924	1,668,269	519,205	71,054	2,258,528
Average Per Household	1926	Yen 26.17	Yen 3.52	Yen 17.17	Yen 10.40
	1925	25.99	4.19	18.80	11.12
	1924	23.27	4.66	15.08	13.46

Although many works are being carried on under municipal management, anything like sudden increase in the burden on the inhabitants, especially on the Koreans, has always been avoided, and works requiring urgent execution and big outlay are financed by raising public loans. The more important works so far undertaken are waterworks, sewerage, isolation hospitals, social works, street improvement, scavengering, abattoirs, cemeteries, crematories, markets, parks, town halls, public libraries, firebrigades, etc.

### Towns and Villages

Prior to the establishment of the present régime the administration in towns and villages was in a badly disorganized state,

though it had little to do outside the collection of State taxes and census registration. So in 1910, organic regulations for rural districts were published, by which the headman of a town or village was to act as assistant to the district magistrate in administering rural affairs, and was required to make a clear distinction between his public and private duties by maintaining an office solely for the transaction of public business; at the same time permanent clerks were appointed to rural offices. In 1914 the number of towns and villages was reduced by one-half to give effect to the executive readjustment, and in 1917 a new system was instituted, by which recognition was given them for the first time as public bodies, and this marked an epoch in the history of local administration.

According to the new system, towns or villages are the lowest of the executive divisions, and are local bodies conducting all public business within their jurisdiction. The expenditure by them is met by the income from levies, fees, and rents, but certain designated towns may float loans for their larger enterprises. To each is attached 4 to 8 honorary advisers as a consulting body.

After the government re-organization in 1919 it was considered advisable to make revision in the existing system, and this was done in July, 1920. The most important point was the creation of new councils as consulting bodies in all rural districts, membership of which was made nominative or elective according to the standing of the town or village.

At present the number of towns and villages is 2,053 including 43 designated towns. Their total expenditure figured in 1919 at some 6,093,000 *yen* and increased in 1926 to 19,400,000 *yen*, due to the growing expansion of works with which they are charged. Works common to a majority of them are roads, bridges, embankments, afforestation, agricultural and sericultural improvement, cemeteries, crematories, abattoirs, isolation hospitals, water supply, drainage, disinfection, firebrigades, defence against floods, etc.

A word may be added here by way of explanation. Towns and villages are mentioned together, because in Korean both go under the name "Myen" which stands for a rural district and corresponds to either a town or village according to its status as based on population and finance. A designated town is a Myen specially nominated by the Government on account of its comparative commercial or industrial importance, and contains a minimum of 1,500 families, of which one-half at least are more or less concentrated in one point. The cardinal differences between designated and ordinary Myen are: Membership of the Myen council is elective in the case of the former but appointive in the case of the latter. The one is authorized to raise loans when necessary for carrying out new enterprises but the other is denied such privilege. In a designated Myen householders are required to pay a household tax averaging 4 *yen* while in the ordinary Myen less than half the amount is the rule.

### Management of Public Schools for Koreans

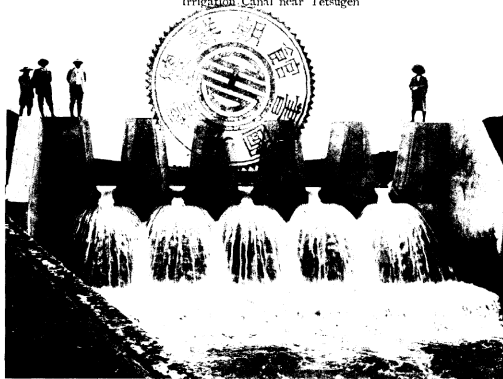
Korean school expenditure, so-called, exists in cities and districts for the sole management of Korean common educational affairs. In 1920 new regulations were issued authorizing the levying of school rates, collection of rents, raising of public loans, etc., and also providing for the creation of school councils as advisory organs, the members to be either elected or appointed.

In 1918, public schools for Korean children numbered 466 throughout the country, and the expenditure on them amounted to 1,835,000 *yen*, of which about ten per cent. fell upon the native population, the average burden on each household being as low as six *sen*. However, in view of the ever-growing need of common education among the people, provision was made for





Irrigation Canal near Tetsugen



Another View of the Same Canal

Their chief source of revenue lies in assessments on the Japanese population of their jurisdictional areas, and their upkeep is not an easy matter in most cases, so the Government grants them not only yearly subsidies toward ordinary expenses but special help for school building and equipment. Since the year 1920 the increase in salaries and expenses due to the continual rise in prices, together with the increase in schools, has caused considerable swelling in the general accounts, as will be seen in the table below :

Year	Number of Associations	Population forming Associations	Budget	Average Burden per Household
			<i>Yen</i>	<i>Yen</i>
1926 ... ..	426	391,984	5,753,111	24.35
1925 ... ..	422	381,148	5,078,227	24.56
1924 ... ..	417	373,450	5,449,527	25.51
1923 ... ..	410	359,549	5,331,326	25.33
1922 ... ..	401	342,905	5,530,526	25.23
1921 ... ..	394	322,437	4,418,744	24.38
1920 ... ..	384	325,483	4,354,070	21.15
1919 ... ..	363	312,541	2,391,245	11.79
1918 ... ..	352	304,481	1,363,264	3.93

### Irrigation Associations

In Chosen the production of rice is a matter of the greatest importance, and for developing this particular industry and thereby enhancing the wealth of the country nothing is more essential than irrigation works. Convinced of this obvious fact, the former

Korean Government promulgated regulations permitting associations to be organized for conducting irrigation, drainage, and reclamation of waste land. The system adopted, however, was much too simple to keep pace with the times, so in conformity with the progress in modern agricultural ideas new regulations were framed and put into force in 1917.

These associations are recognised as juridical persons with irrigation, draining, and flood prevention as their object, and membership is confined to the owners of land or other properties in the district served by any one association. Each of them has a president and secretaries in addition to a council whose function is to consider financial and other matters, and is authorized to levy rates from its members for its maintenance, as well as to raise public loans for new enterprises, and, in case of need, can co-operate with others by forming unions. In 1919, with a view to the promotion of their work, regulations were issued providing for the subsidizing of these associations.

Irrigation systems are now being undertaken in all the provinces, and associations engaging in the work in greater number and on a larger scale are found mostly in the south, especially in North Zenra which claims the largest of them. In 1926, associations in existence numbered 88, of which four were formed prior to 1910, while the vast majority of the remainder date from 1920 onward.

## APPENDIX

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### **Treaty of Annexation, Signed on August 22, 1919, and Promulgated on the 29th of August**

His Majesty the Emperor of Japan and His Majesty the Emperor of Korea, having in view the special and close relations between Their respective countries, desiring to promote the common weal of the two nations and to assure permanent peace in the Extreme East, and being convinced that these objects can be best attained by the annexation of Korea to the Empire of Japan, have resolved to conclude a Treaty of such annexation, and have for that purpose appointed as Their Plenipotentiaries, that is to say :—

His Majesty the Emperor of Japan, Viscount *Masataka Terauchi*, His Resident-General ;

And His Majesty the Emperor of Korea, *Yi Wan Yong*, His Minister President of State ;

Who, upon mutual conference and deliberation, have agreed to the following Articles :

Article I. His Majesty the Emperor of Korea makes complete and permanent cession to His Majesty the Emperor of Japan of all rights of sovereignty over the whole of Korea.

Article II. His Majesty the Emperor of Japan accepts the cession mentioned in the preceding Article, and consents to the complete annexation of Korea to the Empire of Japan.

Article III. His Majesty the Emperor of Japan will accord to Their Majesties the Emperor and ex-Emperor and His Imperial Highness the Crown Prince of Korea and Their Consorts and Heirs such titles, dignity, and honour as are appropriate to Their respective ranks, and sufficient annual grants will be made for the maintenance of such titles, dignity, and honour.

Article IV. His Majesty the Emperor of Japan will also accord appropriate honour and treatment to the members of the Imperial

House of Korea and their heirs other than those mentioned in the preceding Article, and the funds necessary for the maintenance of such honour and treatment will be granted.

Article V. His Majesty the Emperor of Japan will confer peerages and monetary grants upon those Koreans who, on account of meritorious services, are regarded as deserving such special recognition.

Article VI. In consequence of the aforesaid annexation, the Government of Japan assumes the entire government and administration of Korea and undertakes to afford full protection for the persons and property of Koreans obeying the laws there in force, and to promote the welfare of all such Koreans.

Article VII. The Government of Japan will, so far as circumstances permit, employ in the public service of Japan in Korea those Koreans who accept the new régime loyally and in good faith and who are duly qualified for such service.

Article VIII. This treaty, having been approved by His Majesty the Emperor of Japan and His Majesty the Emperor of Korea, shall take effect from the date of its promulgation.

In faith whereof, the respective Plenipotentiaries have signed this Treaty, and have affixed thereto their seals.

Viscount Masataka Terauchi,  
*Resident-General.*

The 22nd day of the 8th month of the 43rd year of *Meiji*.

Yi Wan Yong,  
*Minister President of State.*

The 22nd day of the 8th month of the 4th year of *Nung-hui*.

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### Imperial Rescript on Annexation

We, attaching the highest importance to the maintenance of permanent peace in the Orient and the consolidation of lasting security to Our Empire and finding in Korea constant and fruitful sources of complication, caused Our Government to conclude in 1905 an Agreement with the Korean Government by which Korea was placed under the

protection of Japan in the hope that all disturbing elements might thereby be removed and peace assured for ever.

For the four years and over which have since elapsed, Our Government have exerted themselves with unwearied attention to promote reforms in the administration of Korea, and their efforts have, in a degree, been attended with success. But, at the same time, the existing régime of government in that country has shown itself hardly effective to preserve peace and stability, and, in addition, a spirit of suspicion and misgiving dominates the whole Peninsula. In order to maintain public order and security and to advance the happiness and well-being of the people, it has become manifest that fundamental changes in the present system of government are inevitable.

We, in concert with His Majesty the Emperor of Korea, having in view this condition of affairs and being equally persuaded of the necessity of annexing the whole of Korea to the Empire of Japan in response to the actual requirements of the situation, have now arrived at an arrangement for such permanent annexation.

His Majesty the Emperor of Korea and the members of His Imperial House will, notwithstanding the annexation, be accorded due and appropriate treatment. All Koreans, being under Our direct sway, will enjoy growing prosperity and welfare, and with assured repose and security will come a marked expansion in industry and trade. We confidently believe that the new order of things now inaugurated will serve as a fresh guarantee of enduring peace in the Orient.

We order the establishment of the office of Governor-General of Korea. The Governor-General will, under Our direction, exercise the command of the army and navy, and a general control over all administrative functions in Korea. We call upon all Our officials and authorities to fulfill their respective duties in appreciation of Our will, and to conduct the various branches of administration in consonance with the requirements of the occasion, to the end that Our subjects may long enjoy the blessings of peace and tranquillity.

[HIS IMPERIAL MAJESTY'S SIGN-MANUAL]

[PRIVY SEAL]

*The 29th day of the 8th month of  
the 43rd year of Meiji.*

## **The Late Korean Emperor's Rescript on Cession of Sovereignty**

(Promulgated on August 29, 1910)

Notwithstanding Our unworthiness We succeeded to a great and arduous task, and from Our accession to the Throne down to the present time We have used Our utmost efforts to follow the modern principles of administration. In view, however, of the long-standing weakness and deep-rooted evils, We are convinced that it would be beyond Our power to effect reforms within a measurable length of time. Day and night We have been deeply concerned about it, and have been at a loss to find the means how to rectify the lamentable state of things. Should it be left as it goes on, allowing the situation to assume more serious phase, We fear that We will finally find it impossible to adjust it in any way. Under these circumstances We feel constrained to believe it wise to entrust Our great task to abler hands than Ours, so that efficient measures may be carried out and satisfactory results obtained therefrom. Having taken the matter into Our serious consideration and firmly believing that this is an opportune time for immediate decision, We have ceded all the rights of sovereignty over Korea to His Majesty the Emperor of Japan in whom We have placed implicit confidence and with whom We have shared joy and sorrow from long time since, in order to consolidate the peace of the Extreme East and ensure the welfare of Our people.

You, all the people, are expected not to give yourselves up to commotion, appreciating the present national situation as well as the trend of the times, but to enjoy the happiness and blessings by pursuing your occupations in peace and obeying the enlightened new administration of the Empire of Japan. We have decided to take this step by no means disregarding your interest but in Our eagerness to relieve you of this deplorable situation. We command you, therefore, to take due cognizance of Our wishes.

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## **Imperial Rescript Concerning the Reorganization of the Government-General of Chosen**

(Promulgated on August 19, 1910)

We have made it Our aim to promote the security and welfare of Our territory of Korea, and to extend to the native population of that territory as Our beloved subjects a fair and impartial treatment in all respects, to the end that they may without distinction of persons lead their lives in peace and contentment. We are persuaded that the state of development at which the general situation has now arrived calls for certain reforms in the administrative organization of the Government-General of Korea, and We issue Our Imperial command that such reforms be put into operation. The measures thus taken are solely designed to facilitate the working of administration and to secure good and enlightened government in pursuance of Our settled policy, and in fulfilment of the altered requirements of the country. Specially in view of the termination of the war in Europe and of the rapid changes in the conditions of the world do We consider it highly desirable that every effort should be made for the advancement of the national resources and the well-being of the people. We call upon all public functionaries concerned to exercise their best endeavours in obedience to Our wishes in order that a benign rule may be assured to Korea, and that the people, diligent and happy in attending to their respective vocations, may enjoy the blessing of peace and contribute to the growing prosperity of the country.

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## **Governor-General's Instruction to High Officials Concerning Administrative Reforms**

(Issued on Sept. 3, 1919)

The main policy of the administration of Chosen is clearly embodied in the Imperial rescript issued on the occasion of the annexation of Chosen in 1910. The progress made by Chosen since she was brought



under Japanese rule, in education, industry, communications, sanitation, and other directions, has been remarkable, thanks to the efforts of those who have been responsible for the administration of the country. It cannot be denied, however, that during the ten years that have elapsed since the annexation of Chosen the general affairs in the peninsula have undergone such change that the Government has thought it advisable to frame and promulgate a new organization of the Government-General of Chosen.

The purport of the revised official organization is to enlarge the application of the principle of justice and equity, which is the keynote of the Imperial rescript recently issued. The official organization has been altered in such a way that either a civil or military man may be appointed at the head of the administration in Chosen. The gendarmerie system has been abolished and replaced by the ordinary police system. Further, an improvement has been introduced in the matter of the eligibility for appointment of Koreans as officials. The whole aim and object of the revised organization is, in short, to give more happiness and satisfaction than is the case at present by bringing their treatment socially and politically on the same footing as the Japanese.

I am not well conversant with all the phases of affairs in Chosen and will have to depend on your guidance and suggestions in carrying out the object of the Imperial rescript. At the same time, I would like to call your attention to the following points in regard to the administration of Chosen.

All officials of the Government-General should do their best to discharge their duties in a conscientious and impartial manner, so that the public may be induced to rely on them. All official routine should be simplified and made easier, avoiding red-tape as far as possible. The rights of the people should be respected, and the freedom of press and speech should not be interfered with unless it is distinctly calculated to be inimical to the preservation of peace. Special attention should be paid to the improvement in education, industry, communications, police, sanitation, and social works, as well as in general administrative and judicial matters, so that the welfare of the Koreans may be advanced with the ultimate object of the establishment of local autonomous government.

What is required of the officials who are charged with the administration of Chosen is that they should acquaint themselves with the general trend of ideas among the Koreans and adopt a method of administration which will be in keeping with the requirements of the times. In other words, efforts should be made so that the political foundations may be placed on a firm, secure basis. The Koreans and Japanese must be treated alike as members of the same family. If the officials in Chosen try to live up to the ideals set forth in the Imperial rescript, there is no doubt that the Koreans will be induced to recognise the benefit of Japanese rule.

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### **Governor-General's Proclamation to the People of Chosen**

**(Issued on September 10, 1919)**

On my assumption of duty as Governor-General, the organization of the Government-General was revised. Accordingly, I desire to address a few words to the people at large.

That the administrative policy of Chosen should be based on the great principle of placing the Japanese and Korean people on an equal footing and should aim at promoting their interests and happiness, as well as at securing the permanent peace of the Far East, was determined upon at the very beginning. Those successively charged with the administration of this peninsula duly appreciated its meaning and strove to improve and develop its people and resources. The people, too, diligently engaged in their business. It is now recognized at home and abroad that the present development of Chosen came as the result of their joint efforts. It goes without saying, however, that all administrative institutions must be planned and executed in conformity with the standard of popular living and the progress of the times, so that appropriate measures may be carried out and popular desires

prevented from taking a wrong course. The times have progressed so much and civilization too that it is difficult to draw a comparison between this and former days. Since the great European War was brought to an end, moreover, the condition of the world and human psychology have undergone a marked change. In deference to this hard fact His Majesty's Government, through a revision in the Organic Regulations, enlarged the sphere of appointment for the Governor-General, reformed the police system, and made such provision for simplification and prompt transaction of State business and the diffusion of enlightened administration as to bring them in perfect accord with the forward movement of this age. On assuming my present duty by Imperial order I determined in my own mind to pursue faithfully the State policy and vindicate the spirit of annexation. I am determined to superintend officials under my control and encourage them to put forth greater efforts to act in a fairer and juster way, and promote the facilities of the people and the unhindered attainment of the people's desires by dispensing with all formality. Full consideration will be given to the appointment and treatment of Koreans so as to secure the right men for the right places, and what in Korean institutions and old customs is worthy of adoption will be adopted as a means of government. I also hope to introduce reform in the different branches of administrative activity, and enforce local self-government at the proper opportunity, and thereby ensure stability for the people and enhance their general well-being. It is most desirable that the government and governed throw open their hearts and minds to each other and combine their efforts to advance civilization in Chosen, solidify its foundation of enlightened government, and thus answer His Majesty's benevolent solicitude. If anybody is found guilty of unwarrantably refractory language or action, of misleading the popular mind, and of impeding the maintenance of public peace, he will be met with relentless justice. May it be that the people at large will place reliance on all this.

September 10, 1919.

BARON MAKOTO SAITO,  
Governor-General of Chosen.

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## **Civil Superintendent's Address at the Annual Conference of the Federal Council of Protestant Evangelical Mission in Korea**

(Delivered on September 18, 1923)

Mr. Chairman and Friends :

I am highly honoured with the warm reception accorded me by your Federal Council this morning and at the opportunity afforded me of addressing a few words of welcome to you.

As a public servant holding a post of some importance in the administration of this country it is but natural that I should embrace this opportunity to express our sincere appreciation of the great social and spiritual services you have rendered in Chosen for so long a period, thus assisting in no small measure in the advancement of the true welfare of the Korean people. If we take even the most favourable view of the life now surrounding you, the Chosen of to-day can still in no way compare with your own country, or offer to you the many advantages of modern life enjoyed so richly by you at home, and I realize ever more deeply that the road you travelled in addressing yourselves to your self-imposed task was paved with tremendous hardships in the no very distant past, and some of you can doubtless still vividly recall the days when everything in this land was in a most backward state, when unrest was general, communication facilities lacking, health jeopardized by insanitary conditions, and daily life passed amid various irritating and soul-provoking inconveniences. Visualizing thus the divers discouragements you were, and that many of you are still, called on to encounter, it is no wonder that I, and through me the Government should acknowledge the debt of gratitude we owe for your noble, self-sacrificing labours.

You must be well aware, from actual and intimate contact, of the steady development Chosen is undergoing in every direction, and of how constantly the Government is working for the fuller development, in spite of the vast difficulties it encounters, of the material side of life, and we on our part are equally conscious of the vaster difficulties you must needs overcome in working for the spiritual side. Both tasks are worthy of our best endeavour, and both tax our strength to the extreme limit of endurance, but I believe neither you nor the Government will ever confess that either is too great for him or it to carry

through. I am quite confident that there will come a time when our aims will be attained as fully as is possible by man's finite powers, and that where we have toilsomely sowed our successors will joyfully reap. I can see it on the way, I can see the remarkable progress made materially and spiritually during the past thirteen years, and I can see it hastened by our united and co-operating efforts. We have essentially the same aim in view, the Government is only knocking at the door of dark ignorance from one side and you are doing it from another; hence the importance of our friendly co-operation. We see no reason whatsoever for competing against each other as business men do. Our aim is not material or selfish gain, but the cultural uplift of an entire people, so we ardently desire to work in perfect unison with you. It is only proper, however, for me to mention here that the Government must of necessity deal with religious affairs as with all other matters of State, but let me assure you that it does so and will continue to do so with the same strict impartiality it endeavours to exercise with regard to all that comes under its purview. And this does not apply to Christianity alone but to every form of religion that has for its object the promotion of the common interests of humanity. It is very pleasant to me to know that several questions pending for long years have lately been settled to the satisfaction of those of you most nearly concerned, as, for instance, the eligibility of graduates of mission schools to enter the higher institutions of learning, the inclusion of the Bible as a course of study in mission schools, the special provision with regard to teachers of approved mission schools, and the special privilege granted by the Government to mission bodies registering their properties as Juridical Foundations. Another source of great pleasure to me is that the Government, recognising the intense devotedness of the men and women given over to the care of those afflicted with the loathsome disease of leprosy, has recently granted a subvention to the Leper Asylum under Mission management. All these give concrete expression to the great desire of the Government to work in close harmony with you in effecting the lasting well-being of the people in this part of our Empire.

In conclusion I beg you to be assured that my constant wish is for your continued and ever greater success in the work to which you have devoted the best and remaining years of your lives.

## **Governor-General's Statement on the Fifteenth Anniversary of the Present Régime in Chosen**

(Issued on Oct. 1, 1925)

To-day we celebrate the fifteenth anniversary of the new régime in Chosen and our minds are naturally filled with memories of the past. Fifteen years ago the present régime was established immediately following the annexation. The annexation itself was a great epoch-making event in modern history and was brought about with the high aim of insuring for the millions in this peninsula the enjoyment of peace and enhancement of their welfare, while perpetuating the peace in the Orient and safeguarding the security of the Empire. Since Japan and Chosen are adjacent to each other across a narrow strip of water and possess vital interests closely interwoven, together with homogeneity of race and culture, it is but natural as well as logical for them to be united into one body politic for their mutual benefit. Chosen was for long pre-occupied with internal strife, besides labouring under constant pressure from neighbouring powers, and so eventually became exhausted, and even to-day she finds herself lagging behind other countries in civilization. To lift up Chosen from this deplorable state of natural existence it was of first importance to develop her economic resources and help her overwrought masses so that they might keep pace with the progress of the world, and there was no better means to do this than to make one family of Japan and Chosen and establish here in this land a complete and liberal government. Annexation, therefore, was really an inevitable yet natural consequence. Since the new régime was instituted we have exerted ourselves to the utmost in the interests of Chosen by undertaking various enterprises commensurate with the cultural requirements of the times, with the result that these new subjects of the Empire have begun to appreciate how good the change has been for them. I was appointed to Chosen in August, 1919, when re-organization of the government machinery was effected, and, in obedience to the Imperial wishes expressed at the time, laid down a platform, the main points of which consisted in maintenance of law and order, deference to popular will, security of living, promotion of culture, etc. I have since devoted my whole energy toward realization of this policy and have been fortunate enough to see the peninsula

begin another chapter of improvement in all important lines of human activity—education, sanitation, industry, traffic, and finance. As a matter of fact, if we compare these days with those previous to annexation what a change do we not see? Administration of Chosen, nevertheless, is a long continuing task, and the progress so far experienced is nothing more than a beginning, though it means a good beginning. Completion of the great work requires more time and labour, and we are bound by duty to redouble our efforts for attainment of our great goal. I sincerely hope that government and people will continue to co-operate in overcoming every difficulty in the way and will finally place this country on a par with the most civilized countries of the world, so that its eighteen million inhabitants may for ever enjoy the full bliss of an enlightened rule. This is the hope I desire all in the country may share with me on this felicitous commemoration day.

### Population in Principal Cities and Towns

<b>Keiki Province (京畿道)</b>		Kunsan (群山) ... ..	21,000
Kcijo (京城) ... ..	303,000	Riri (裡里) ... ..	8,500
Jinsen (仁川) ... ..	53,600	Seiyu (井邑) ... ..	8,800
Kaijo (開城) ... ..	44,650	Nangen (南原) ... ..	6,100
Suigen (水原) ... ..	10,380	<b>South Zenra Province (全羅南道)</b>	
Yeitoho (永登浦) ... ..	5,840	Kwoshu (光州) ... ..	21,000
<b>North Chusei Province (忠清北道)</b>		Mokpo (木浦) ... ..	26,800
Seishu (清州) ... ..	11,790	Junten (順天) ... ..	9,000
Chushu (忠州) ... ..	6,370	Reisui (麗水) ... ..	8,000
<b>South Chusei Province (忠清南道)</b>		Rashu (羅州) ... ..	6,600
Koshu (公州) ... ..	10,000	<b>North Keisho Province (慶尙北道)</b>	
Taiden (大田) ... ..	9,000	Taikyu (大邱) ... ..	72,200
Kokei (江景) ... ..	9,600	Kinsen (金泉) ... ..	12,650
Chochiin (鳥致院) ... ..	6,200	Anto (安東) ... ..	7,360
<b>North Zenra Province (全羅北道)</b>		Hoko (浦項) ... ..	7,160
Zenshu (全州) ... ..	21,000	Keishu (慶州) ... ..	7,000

